DOCUMENT RESUME

ED 306 970 JC 890 201

AUTHOR	Grossman, Gary M.; Gyuro, Steven J.
TITLE	Approaching a Comprehensive Institutional Plan for Western Iowa Tech Community College: Building a New Siouxland.
INSTITUTION	Ohio State Univ., Columbus. Center on Education and Training for Employment.
SPONS AGENCY	Western Iowa Tech, Sioux City.
PUB DATE	Mar 89
NOTE	90p.
PUB TYPE	Reports - Descriptive (141)
EDRS PRICE	MF01/PC04 Plus Postage.
DESCRIPTORS	Adult Education; College Curriculum; *College Planning; *College Role; Community Colleges; *Curriculum Development; Demography; *Economic Development; *Educational Development; Educational Facilities Planning; Enrollment Trends; Financial Support; Liberal Arts; Population Trends; Private Financial Support; School Holding Power; Statewide Planning; Transfer Programs; Two Year Colleges; Vocational Education
IDENTIFIERS	*Iowa

ABSTRACT

This report analyzes the challenges posed to Western Iowa Tech Community College (WITCC) by national, state, and local trends, and offers a plan for institutional improvement and community development. Part I highlights the following issues of concern to the college: the changing nature of the workplace, new providers of postsecondary education, increased state pressure for a comprehensive college mission, and changes in local economic, social, and demographic structures. Specific challenges facing WITCC are identified as the lack of a strong arts and sciences program, stable enrollment levels and high attrition, the need for additional facilities to accommodate the call for an expanded mission, and the need to develop external financial resources in a more systematic and comprehensive fashion. Part II discusses options and offers recommendations for dealing with these challenges. The key recommendation is that WITCC participate in a PIER (Preparation, Implementation, Evaluation, and Refinement) strategic planning process to introduce necessary changes over a five-year period. Under this plan, the college will establish a comprehensive arts and sciences program as early as possible, upgrade the vocational-technical education curriculum, create a systematic approach to resource development, devote more attention to student services, and develop a better approach to serving the occupational development needs of high school students. (ALB)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

ED306970

APPROACHING A COMPREHENSIVE INSTITUTIONAL PLAN FOR WESTERN IOWA TECH COMMUNITY COLLEGE: BUILDING A NEW SIOUXLAND

Submitted to

Western Iowa Tech Community College
Sioux City, Iowa

BY

Gary M. Grossman

and

Steven J. Gyuro

Center on Education and Training for Employment
The Ohio State University
1900 Kenny Road
Columbus, Ohio 43210-1090

March 1989

JC 890 201

"PERMISSION TO REPRODUCE THIS MATERIAL HAS BEEN GRANTED BY

G. M. Grossman

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

BEST COPY AVAILABLE

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

☐ This document has been reproduced as received from the person or organization originating it.

☒ Minor changes have been made to improve reproduction quality.

• Points of view or opinions stated in this document do not necessarily represent official OERI position or policy.

CONTENTS

FOREWORD iv

EXECUTIVE SUMMARY v

INTRODUCTION 1

PART I: ANALYSIS 5

RELEVANT NATIONAL TRENDS IN COMMUNITY AND TECHNICAL COLLEGES 6

IOWA COMMUNITY AND TECHNICAL COLLEGES IN TRANSITION . . . 10

WITCC AND SIOUXLAND: THE PARTNERSHIP 17
- The Siouxland Economy 18
- The Changing Social and Demographic Character of Siouxland and WITCC 26
- Changes in the Tax Base 30

ISSUES IN THE BUILDING OF THE "NEW WITCC": LEADING THE CHANGE IN SIOUXLAND 32

CURRICULUM 34
- Arts and Sciences 34
- Vocational-Technical Education 37
- Adult Education 42

ENROLLMENT 43

FACILITIES PLANNING 45

ECONOMIC DEVELOPMENT 46

PART II: OPTIONS AND RECOMMENDATIONS 49

STRATEGIC PLANNING 50
- General Planning Process 52

OPTIONS FOR IMPLEMENTATION: FIVE CRUCIAL ISSUES FOR WITCC 58
- Key Issues, Options, and Recommendations 59

SUMMARY AND CONCLUSIONS 72

REFERENCES 75

LIST OF FIGURES AND TABLES

Figure

1. Location of Area Colleges and Major Campuses . 12
2. Iowa Manufacturing Employment 19
3. Iowa Manufacturing Employment, Food and Kindred Products 20
4. Average annual rates of unemployment for the state of Iowa and the Sioux City MSA Woodbury and Dakota Counties) 21
5. Student Income Levels 24
6. Contribution of Arts and Sciences Curriculum to Total FTEE: WITCC vs. Iowa Area Community Colleges 36
7. Proposed Western Iowa Tech Five-Year Plan . . . 53
8. Strategic Planning Network Activity 57
9. Associate's Degree granting public institutions within sixty miles of Sioux City . 61

Table

1. PERCENTAGE COMPARISON OF REVENUE SOURCES, WESTERN IOWA TECH COMMUNITY COLLEGE VS. IOWA STATEWIDE 25
2. POPULATION DATA FOR SIOUX CITY AND SIOUX CITY METROPOLITAN STATISTICAL AREA . . . 27
3. WESTERN IOWA TECHNICAL OCCUPATIONAL PROGRAMS AVERAGE QUARTERLY ENROLLMENT, FALL-WINTER, 1985-1989 39
4. WESTERN IOWA TECH OCCUPATIONAL PROGRAMS 40
5. WESTERN IOWA TECH ENROLLMENT CHANGE BY VOCATIONAL AREA, FALL/WINTER, 1983-1984 VS. FALL/WINTER, 1988-89 41

FOREWORD

The Center on Education and Training for Employment wishes to express its appreciation to a number of individuals who actively participated in developing this document. Of special importance in this regard are the executive staff of Western Iowa Tech Community College composed of Dr. Robert Kiser (President); Dr. Robert Rice (Vice President for Adult Education and Arts and Sciences); Mr. William Walker (Vice President for Vocational-Technical Education); Dr. Gratia Gilbert (Vice President for Student Affairs); Mr. Charles Huntley (Vice President for Business Affairs); and Mr. Don Kingery (Director of Personnel). Additional thanks go to Ms. Brenda Porter for her support and encouragement throughout the project; Mr. Nick Zarkos for his logistical assistance in meeting members of the Siouxland community; and to all of the friends of the college, on and off campus, who contributed their time in order to make this project a success.

The staff of the Center on Education and Training for Employment served under the direction of Dr. Morgan Lewis, Principal Investigator. Dr. Gary Grossman was the Project Director and Dr. Steven Gyuro assisted him in the development of the strategic plan. Ms. Monyeene Elliott typed the final draft of the report, which received editorial review by Ms. Judy Balogh.

We are happy to have contributed to the completion of this project and to have worked with our colleagues at Western Iowa Tech Community College in making another important contribution to progress in postsecondary education.

Ray D. Ryan, Executive Director
Center on Education and Training
for Employment
The Ohio State University

EXECUTIVE SUMMARY

This report features two related sections. Part I is an analysis of the current challenges faced by Western Iowa Tech Community College (WITCC) with respect to national trends impacting America's community and technical colleges; circumstances within the state of Iowa of importance to WITCC; and the rapid changes in Siouxland that will have a considerable bearing on the future of the college. Utilizing this information and incorporating data from national, state, and local sources along with interviews with community leaders on and off campus, a set of key issues with which the college must deal in the future was determined. Part II addresses these challenges in the context of a proactive agenda of planning and action oriented toward improving several areas of importance to Western Iowa Tech Community College and, through this activity, encouraging the development of a "new Siouxland."

Part I: Analysis

Specifically, Part I of the report finds the following to be of concern, relative to WITCC:

- Much of the challenge ahead for the college as it approaches the 21st century parallels activity in the rest of the nation relative to postsecondary education. Work is changing and the nation's community and technical colleges are being called upon to respond. These transformations are occurring even faster in Siouxland, bringing with them an imperative for a systematic and proactive response from WITCC.

- New actors are becoming involved in postsecondary education, new relationships are being forged, and community and technical colleges are reshaping their identities and missions. They must do so in a planned, orderly way,

maintaining their strengths as a basis for addressing the future. In Siouxland, these new actors are displacing much of the community leadership of the past, reflecting the changes in the business community over the past decade.

- In addition to national trends, the state of Iowa is introducing unique factors to be addressed by the area colleges, including a tendency toward stronger centralized planning and control over a highly diverse group of institutions. Whereas American community and technical college's are tending toward comprehensiveness, Iowa is virtually mandating it. However, the state has also allocated little financial assistance in making those changes.

- The movement toward comprehensiveness challenges all Iowa area colleges, particularly those oriented toward vocational-technical education.

- Changes in the Siouxland economic, social, and demographic structures will play a major role in determining who WITCC serves, what WITCC must provide, and how the college will pay for it. A lower income, more heavily minority, and more poorly prepared student body will characterize the future of WITCC in greater measure than it does today. Consequently, the college must respond to these needs more systematically than it does today. On the other hand, the future Siouxland economy will emphasize a broader industrial and occupational base, encouraging the need for a more broadly skilled work force. This underscores the college's need to move aggressively in the arts and sciences area.

With this as background, Part I identified issues in the following areas as specific challenges facing the college: curriculum, enrollment, economic development, and facilities planning.

Curriculum

The central challenge in the curriculum area is the lack of a strong arts and sciences program. This need is implicit in the law, explicit in the comments of credentialing authorities, and demanded by the emerging realities of Siouxland. The college

recognizes this need, but its efforts to respond to it have been limited by the constraints, particularly financial ones, under which WITCC has been operating in recent years. Although there has been some improvement in terms of course offerings lately, they are nowhere near the level of the need. Whereas some adjustments could be made in the vocational-technical and adult education areas, most of these would be changes that are possible only in the context of a strong arts and sciences program. The college must either make cost-effective but dramatic progress soon on the issue or be forced to delete it from its statement of mission.

Enrollment

Enrollment numbers have tended to be stable over the past several years. However, improvement is possible but college policies and practices have not tended to encourage such improvement. In addition, student retention has been a problem for the college over the past several years.

Although the enrollment situation cannot be said to be in crisis, the degree to which it is a correctable problem is an incentive for action. A strong arts and sciences program alone would help the enrollment figures. Beyond that, new institutional arrangements could and should be introduced in order to better address the requirements of students already in the work force, students who have a family, and those with other special needs. In addition, the "open door" at WITCC is encouraging students to attend who are only marginally prepared to do so. Also, the support services for special needs students are, by the college's

own assessment, fragmented, limited, and inadequate to the task. This impairs the ability to retain these students. Clearly the college must be more aggressive in this area in order to alleviate these needs.

Facilities Planning

For the most part, the college's facilities are adequate given the current scope and mission of the institution. However, as the mission expands and changes, it will place new burdens on library holdings, classroom configurations, equipment, and student support services.

Economic Development

Increasingly, American community and technical colleges have devoted a good deal of attention to economic development. Iowa has gone further in this regard, attempting to systematize this function for its area colleges. This has worked well, overall, for Iowa area colleges and WITCC has been active in its involvement with the Siouxland private sector and has contributed both directly and indirectly to community economic development. In so doing, Iowa may have tended to neglect the fact that the college itself is its best economic development asset, and that the college's success and the community's are intertwined. As such, part of the economic development activity must involve developing external resources in a more systematic, comprehensive, and aggressive way than in the past. Some of this activity should involve a major, ongoing public relations effort to "sell" the college, both to the community and to potential sponsors.

Part II: Options and Recommendations

The key recommendation in Part II is that the college participate in a strategic planning process, in order to schedule activities and events intended to address the issues in Part I in a manner that creates the greatest value to the college with the least organizational disruption to existing programs and staff. It is suggested that WITCC engage in a PIER (Preparation, Implementation, Evaluation, and Refinement) strategy, as delineated in the text, that will permit it to phase in necessary changes over a 5-year period. This will allow the college to continue to operate in the present while it determines its future, provide stakeholders and friends of the college to participate in the planning process, and assist its present staff in making the necessary changes. Although the report provides the college with the opportunity to determine the scope, intensity, and cost of the various activities, it is recommended that the sequence of phases of the plan proceed as described.

In the context of the 5-year plan, five key issues and options for their solution were determined as areas of greatest need for action. These issues emerge from the analysis in Part I. These issues are as follows:

1. The college needs to establish a comprehensive arts and sciences program at the earliest possible time.
2. The vocational-technical education curriculum needs to stay current with the times and the changes in the Siouxland community.
3. A systematic approach to resource development must be created for the college to take full advantage of funding opportunities as they occur.

4. The changing economy and population of the area provides an imperative for WITCC to devote more attention to appropriate student services, particularly with regard to student retention.

5. Some members of the community feel that WITCC is missing an opportunity by not having a more highly developed approach to serving high school students and their occupational development needs.

These issues are discussed in depth within the text of the report. In addition, the Center on Education and Training for Employment interpreted the data and made its recommendations for their solution. Whereas it is noted that the college can make progress on these related issues outside of the context of a plan, on an ad hoc basis, it can do so most cost effectively by including these into a structured framework that has the potential to address the common roots of many of these issues and will therefore constitute more permanent solutions.

Conclusions

The foundation of Western Iowa Tech Community College is sound. Its challenges can be addressed. Part of the credit must go to its president for the vision necessary develop the college's strength. As well, acknowledgement must be given to the people of Siouxland who recognized the value of the college, nurtured it, and sustained it throughout its history. The fact that the college is willing to engage in a strategic planning process for a 5-year period and meet its challenges is a testament to that strength.

However, WITCC has a commitment to better serve its community and "keep up with the times." This will not be easy, although it

can be done within the framework developed in this report. What is done and how it is done is in the hands of the college. The planning process can be used proactively to determine the college's future or to ensure that it is delayed. Neither this report nor the Center on Education and Training for Employment can make the decision. However, it is noted that the college has accomplished many great things over 22 years and has as its greatest resource the dedication of its people. With these factors in its favor, Western Iowa Tech Community College is well positioned to create the future it so clearly desires.

INTRODUCTION

The challenges faced by Western Iowa Tech Community College (WITCC) are part of a larger transformation occurring across America. The college, like its counterparts elsewhere in the nation, seek to provide relevant, cost-effective postsecondary education. This mission has both positive and negative dimensions. On the positive side, the nation and "Siouxland" will benefit greatly from the improved capability a better informed, more productive, and more highly skilled work force can provide. On the other hand, WITCC and other American postsecondary institutions, will face severe challenges in adapting themselves to future occupational needs in a more competitive, changing world and in responding to the requirements of new constituencies brought about by changing demographics as well as legal and moral mandates to serve previously neglected populations.

To varying degrees, all postsecondary institutions, particularly public colleges and universities, will be forced to come to terms with these new realities. Most crucially tested in this regard will be the approximately 2,500 2-year community and technical colleges, of which WITCC is one, which are on the "front lines" of the revolution in their mission to provide access and equity for individuals seeking to achieve a portion of America's promise. As if this mandate were not sufficiently daunting, WITCC and other colleges must respond to the changing complexion of local economic development needs. Certainly, the nation will benefit once the necessary changes have been made. The magnitude

of the task, however, causes and will continue to cause substantial changes in the postsecondary education enterprise.

Clearly, some colleges will respond better than others to the challenges of the 21st century. Just as obvious is the fact that a large measure of an individual college's success or failure will be a function of its willingness and ability to plan proactively for the future, embracing change not simply because of its inevitability but also in response to its opportunity.

In this context, the challenges faced by Western Iowa Tech Community College (WITCC) in Sioux City, Iowa, are, generally speaking, like those of most 2-year community and technical colleges. Born in the midst of a tremendous national expansion of similar institutions, the college emerged from humble beginnings to become an important community resource within its service area. Specializing in vocational-technical education and programs, WITCC has continually responded to the needs of western Iowans who sought opportunities for occupational mobility. Increasingly, it has also served as an outlet for recreation and cultural involvement. By any standard, through careful and cost-effective management, WITCC has survived and thrived.

However, the future beckons even for the successful and demands perhaps more from them. As well, in many respects, the future is coming much more quickly to the Siouxland area than in most other places, particularly in the American Midwest. WITCC's recent shift from a primarily vocational-technical focus to that of a comprehensive community college indicates both its recognition of where it needs to go and its willingness to address these

needs. This underscores and increases the need for adaptation and aggressive planning. Accordingly, the Board of Trustees and management of Western Iowa Tech have embarked upon a planning process, the result of which will create a "new WITCC," responsive to the present and adaptable to the challenges of the future. This report is intended to establish the groundwork for such a process, identifying the issues around which planning can occur, specifying some options that should be considered, and making some short- and long-term recommendations for the board and management of WITCC to consider.

Specifically, Part I of this report addresses the following:

1. National trends in community and technical colleges
2. Specific conditions and requirements in Iowa
3. The Siouxland environment and its challenges
4. Issues facing WITCC with regard to
    - o curriculum,
    - o enrollment,
    - o facilities planning, and
    - o economic development

Finally, Part II of the report emphasizes a series of options and recommendations for the future in the context of a planning framework, addressing both systematic responses to the issues cited and forward movement toward a 5-year strategic plan.

In considering the challenges that WITCC and its contemporaries face, the Commission on the Future of Community Colleges stated in a recent report (Parnell 1988) that "the community colleges of the nation have an urgent mandate to fulfill-the building of communities." The challenge of the 21st century

facing a "new" WITCC is no less significant. It must not only improve its educational capacity, but also continue its "building" of a new Siouxland. It is toward this goal that the report is directed.

PART I: ANALYSIS

RELEVANT NATIONAL TRENDS IN COMMUNITY AND TECHNICAL COLLEGES

The community and technical college system in America has experienced a major transformation in just the past 25 years. From its roots in "junior colleges" dedicated to the transition of students into 4-year baccalaureate institutions, the expansion of community and technical colleges has been stunning, both in terms of a large increase in the number of such institutions and as a result of a bold attempt to provide services to a multiplicity of populations previously disregarded by higher education. Indeed, such a development justifies the frequent reference to this growth as a "movement," accurately illustrating the nature, speed, and popular support of this unprecedented emergence on to the nation's educational agenda (Parnell 1988). Western Iowa Tech Community College began as part of this major national trend, opening its doors in early 1967. Between 1965 and 1975, total enrollment at community, technical, and junior colleges rose 240 percent and the number of colleges grew by more than 600 percent in the decade of the 1960s alone (El-Khawas 1988). WITCC's experience parallels the national development and is therefore a product of and a response to this movement. Thus, it is impacted today by many of the same forces that are shaping postsecondary education in America.

Among those national trends is expansion, both in terms of populations served and in scope of mission. As access and equity considerations have grown in the society in general, community and technical colleges have consistently reached out to assist the

previously unserved and underserved. In this regard, Mueller (1988) points out, a number of groups (e.g., minorities, displaced homemakers, learning disabled, physically challenged, refugee populations, and limited English-speaking persons) "have found community colleges willing to help them pursue the dream of higher education." Although the commitment to the "open door" has been consistently under attack and the performance of community colleges variable in this regard (Orfield and Paul 1988; Rouche, Baker, and Rouche 1988; Wilson 1986), colleges involved in access and equity goals remain committed to them as a fundamental principle and this commitment has been reinforced by a variety of federal measures and by state mandates virtually everywhere (e.g., Iowa Code, Section 280A.1). As such, WITCC's "open door" policy places it favorably within the access and equity movement occurring across the nation.

Beyond the increased emphasis on previously underserved populations, the success of the community college movement has encouraged expansion in scopes of individual colleges. As colleges begin to address the needs of additional populations and are called upon to respond to an ever larger set of issues in their communities, such as a major role in economic development, they experience an almost inevitable evolutionary movement toward comprehensive programming. Once again, WITCC's relatively recent emphasis is very much in keeping with the rest of the nation.

In this process, however, change has its costs. Community colleges are involving an increasing number of actors in their respective processes to the extent that relationships must be

redefined and institutional missions clarified. Although there are certainly individual variations by school and region, virtually all community colleges are tending toward comprehensiveness in programming, increasing the number of course offerings and program areas (Grossman and Duncan 1988). In terms of the traditional junior college, this is forcing a greater emphasis on occupational (i.e., vocational-technical) training. With respect to technically based colleges, like WITCC, the trend is toward increased arts and sciences programming. Although this trend affects everyone, it more severely impacts technically oriented colleges, based as they are on the society's occupational structure. Insofar as work in America is changing rapidly and fundamental shifts are occurring in how Americans earn their living, technical colleges are on the cutting edge of this development. This, of course, brings great opportunities for these institutions. On the other side, it brings tremendous pressures as well.

In sum, much of the recent experience of Western Iowa Tech is neither particularly unique nor unusual. Virtually every community college in America is faced with many of the same challenges and dilemmas. Western Iowa Tech, like its sister institutions around the nation, must continue to reach out to previously unserved and underserved populations. It also must expand its offerings in the arts and sciences to continue its progress toward comprehensiveness. The challenge before it is to do so in a fashion that is workable, sustaining and reinforcing its prominence in vocational-technical areas while also enhancing the

flexibility and opportunity with which it can serve the individual student.

In these respects, as previously indicated, WITCC is a product of and responsive to general national forces. There are many ways, however, the challenges to the institution are influenced by the specific legal, social, and economic contexts in which it exists. No analysis can succeed without taking these into account. With this in mind, it is appropriate to examine Western Iowa Tech in terms of its status within the state of Iowa and specific to Sioux City. The sections that follow will attempt to come to terms with these more local realities.

IOWA COMMUNITY AND TECHNICAL COLLEGES IN TRANSITION

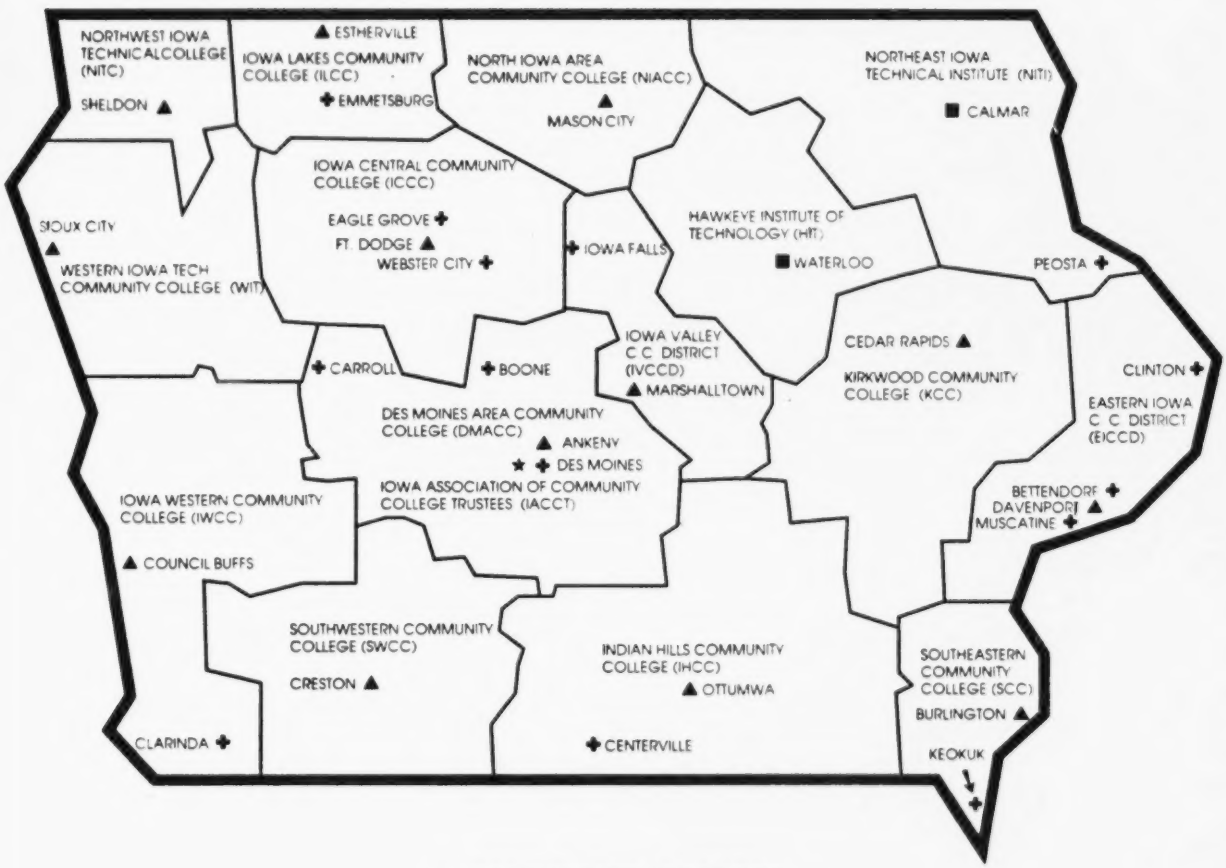
The state of Iowa has long been regarded as a leader in public education. Consistently ranking at or near the top among states in terms of standardized test scores at the elementary and secondary levels, Iowa has expressed justifiable pride in its performance. Indeed, its attitude toward excellence has tended to make education a higher priority than in other states, both in terms of its prominence as a public issue and as a matter of fiscal priority for the state budget. This commitment has been extended to postsecondary education, as evidenced by one of the highest per capita concentrations of public and private colleges and universities in the nation and by enacting one of the earliest efforts to systematize the state's 2-year community and technical colleges (Chronicle 1988; Carvell 1988).

Historically, Iowa was an early entrant into the community college movement. Beginning with the first accredited junior college in Mason City in 1918, the next decade brought 11 more colleges in line. Growth stagnated during the depression and war years, but this trend was reversed with the decision of the Iowa General Assembly to fund junior colleges with state dollars. This action plus increasing federal participation fueled another growth spurt to the point at which 1965 found Iowa having a total of 16 junior colleges with over 9,000 students enrolled statewide.

The junior college movement, while demonstrating significant expansion, also exhibited many problems that required correction. Schools were operated by local school districts almost exclusively

outside of major urban centers in Iowa. This, obviously, inhibited their capability to address emerging access and equity needs. Schools also had limited tax bases from which to draw. Several problems were caused by these limitations. By the nature of the funding, course offerings were severely limited as was public access to the schools. They were, as well, primarily traditional, oriented toward university transfer, constricting the opportunity of Iowans to have access to arguably more necessary vocational and occupational training courses. Upon increasing awareness of the problem and assisted by changes in the federal funding structure, particularly the National Defense Education Act (title VIII), postsecondary education in Iowa was restructured. Fifteen schools were designated to provide vocational-technical training with an emphasis on location in the urban centers, Western Iowa Tech to be among them. Subsequent changes found Iowa creating a statewide system of postsecondary education, leading by 1971 to a system of "merged" schools supposedly covering each of Iowa's 99 counties more or less equally (see figure 1). From the beginning, however, there was considerable variation in the structure and specific missions of the schools. Despite growth and change, there still are differences. Most of the 15 merged schools are multicampus institutions, a few are specifically technical colleges or institutes. The largest schools or college districts tend to be in the larger cities, but this is not uniformly the case. Likewise, some schools in relatively large cities tend to be somewhat limited in size, like WITCC in Sioux City, whereas others, like Des Moines

Figure 1. Location of Area Colleges and Major Campuses



▲ COMMUNITY COLLEGE
■ TECHNICAL INSTITUTE
✚ OTHER MAJOR CAMPUSES
★ IACCT OFFICE

(SOURCE: Iowa Association of Community College Trustees)

Area Community College are rather large (Carvell 1988; Parnell 1988). These discrepancies of style and structure have been addressed in legislation.

Although the reasons for the evolution of specific campuses vary, a point that will be addressed with regard to WITCC later in this report, the national trend toward comprehensiveness is clearly indicated by Iowa's history. In Iowa, however, this general tendency toward standardization is being pushed by state law. While being charged with being "flexible, community-centered, accessible, and adaptable," colleges are also mandated by law to provide the following (Iowa Code, Section 280A.1):

- The first 2 years of college work including preprofessional education
- Vocational and technical education
- Retraining and inservice programs
- High school and GED completion programs for adults
- Vocational-technical training for high school students in that is not available at their parent high school
- Courses for advanced college placement for high school students this is not available in the local high school
- Student personnel services
- Community services
- Vocational education for special populations
- Training, retraining, and all necessary preparation for productive employment of all citizens
- Vocational and technical training for persons not enrolled or who have not completed high school

There are a number of interesting implications of this legislation. Most important for this report, however, is that Iowa colleges clearly face a serious dilemma. They must remain "flexible and responsive" to their communities while at the same time provide a sizeable list of mandated services. In almost all cases, individual Iowa schools developed as a result of individual needs within the context of the community. Beginning with consolidation and merger and continuing with relative uniformity required by law under the aegis of the Iowa State Board of Public Instruction, the pressure is toward comprehensive postsecondary education across the state. This pressure becomes particularly acute when the state board has both regulatory and budget approval powers, which it presently has, and when state funding represents the largest single source of institutional dollars.

The centralization of role and function in Iowa postsecondary education is, therefore, pressuring all Iowa schools toward broadening their programmatic bases. This is one bit of evidence in which it can be fairly stated that the future is arriving more quickly in Iowa. However, state funding has apparently not kept pace with state mandates for action. Due to a budget crisis over the past several years, an event having serious repercussions for education in Iowa at all levels, much of the ambitious agenda for postsecondary education in the state has been delayed. This has not, by all accounts, caused compensatory modifications in the demands of the state for compliance. It has, however, made it more difficult for colleges to comply. Considerable hope for a rectification of this situation developed in light of a recent

budget surplus. This hope, however, apparently will not be fulfilled, at least in the short term.

All Iowa governmental units have suffered in the budget crunch and desire a share of that surplus. More critical for education, however, is an upcoming review of role and function in postsecondary education, promising subsequent changes. Specifically, these reportedly involve the elimination of some programs that are not demonstrably cost effective ("Iowa's Recovering Economy" 1989). Although most of the attention of the governing authorities is focused at the 4-year college level, it is certain to have some impact for the 2-year system. At the very least, it is clear that the hoped for increased funding of Iowa community and technical colleges may not be forthcoming soon. Further, even if changes were restricted to baccalaureate level institutions, about which it would be naive to believe, the massive changes talked about by state authorities cannot help but have a substantial secondary impact on community and technical colleges which, in a major respect, support higher education enrollment.

This creates a genuine problem for the community college system. It is clear that through reorganization and new legislation at both the 2- and 4-year levels, more will be required of postsecondary education in the future. As well, it seems certain that new state dollars to finance these changes are not on the immediate horizon. Finally, it is very clear that the only possible effective response will be planning and a rational, systematic review of current operations to assess reallocation alternatives to meet these objectives. But who creates and

enforces this plan? It seems apparent historically that the state intends to perform that function if colleges do not take the initiative. There are indications that such activity is beginning at the 4-year level ("Iowa's Recovering Economy" 1989). To the extent that Iowa community and technical colleges hope to have some control over their futures, both individually and collectively, it would be prudent to take these statewide trends seriously and engage in a major planning process.

As a member institution of the Iowa postsecondary system, WITCC faces the future challenged by the same issues faced by others. It must make a transition, it must comply with legislation, and it must also serve the unique needs of the Siouxland community. It is therefore no less appropriate for WITCC to proactively plan for its future in terms of the statewide issues involved.

In as much as Iowa community and technical colleges were part of a national trend, but had a unique statewide expression of those trends, so does WITCC face the future as an Iowa college, but in the context of Siouxland. These issues will now be explored in depth.

WITCC AND SIOUXLAND: THE PARTNERSHIP

Western Iowa Tech has been an important part of the Sioux City area for the past two decades. From a very limited scope of responsibility and programming involving two technical and one vocational postsecondary program operated by the Sioux City Public Schools, the college expanded to operate 17 full-time programs within 7 months of opening its doors in early 1967. Its growth has been such that by the fall of 1987, 61 programs in the vocational-technical area alone were being provided, including 11 full-time programs located in the 6 county region (Merged Area XII) it serves outside the main Sioux City campus. It has also maintained a highly effective, self-sufficient adult education program, serving avocational, remedial, and community service needs. An important component of the adult education program is the Individualized Learning Center (ILC) where students unable to attend regularly scheduled classes can utilize a self-paced approach to study, using programmed instructional materials to prepare either for more advanced study or for high school credit. The college has, as part of its requirement to become a comprehensive community college, recently expanded its commitment to arts and sciences programming. By any standard, WITCC has been both a success in terms of its responsiveness to the community and in its efforts to comply with state requirements.

What is the future of Siouxland and according to what criteria will WITCC have to respond in the future? What forces are at work in the community that will impact the operations of the

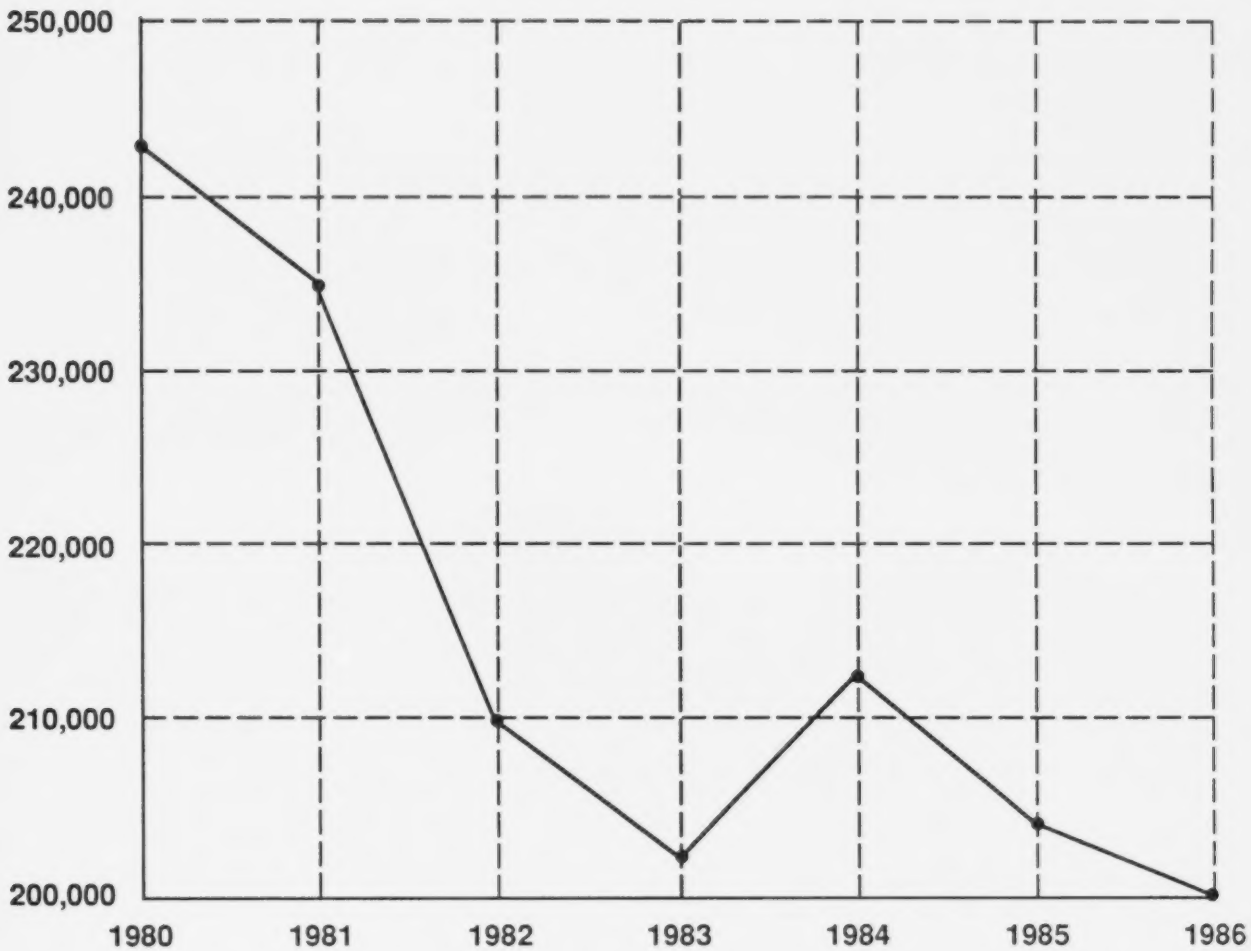
college? Although no one can be certain of precisely what the future holds, there are clear trends that deserve attention and should guide decision making at the college. Among those factors, which cannot help but impact the future of the college, are the local economy, demographic changes, and the local tax base. Clearly, these three issues are related but will require some individual attention in order to grasp their full impact.

The Siouxland Economy

The area known as Siouxland, including parts of western Iowa, eastern Nebraska, and southeastern South Dakota, has experienced a major economic transformation in the past decade. Historically a major meat packing, manufacturing, and agricultural products area in the state, the combination of the national recession in the early 1980s, high interest rates, and the decline in food prices was disastrous. Total manufacturing employment in the state (see figure 2) dropped nearly 25 percent between 1980 and 1986. This decline was mirrored in the food industry with a virtually identical drop over the same years (see figure 3).

The statewide impact of the recession varied across Iowa's regions. Western Iowa was particularly hard hit due to its high degree of dependence at the time on meat packing and farm products. As a consequence, unemployment has tended to be higher than the statewide average throughout the most years of the 1980s and has tended to persist at a higher level while the rest of the state experienced "recovery" (see figure 4). Although there has been some improvement lately due in large measure to the success

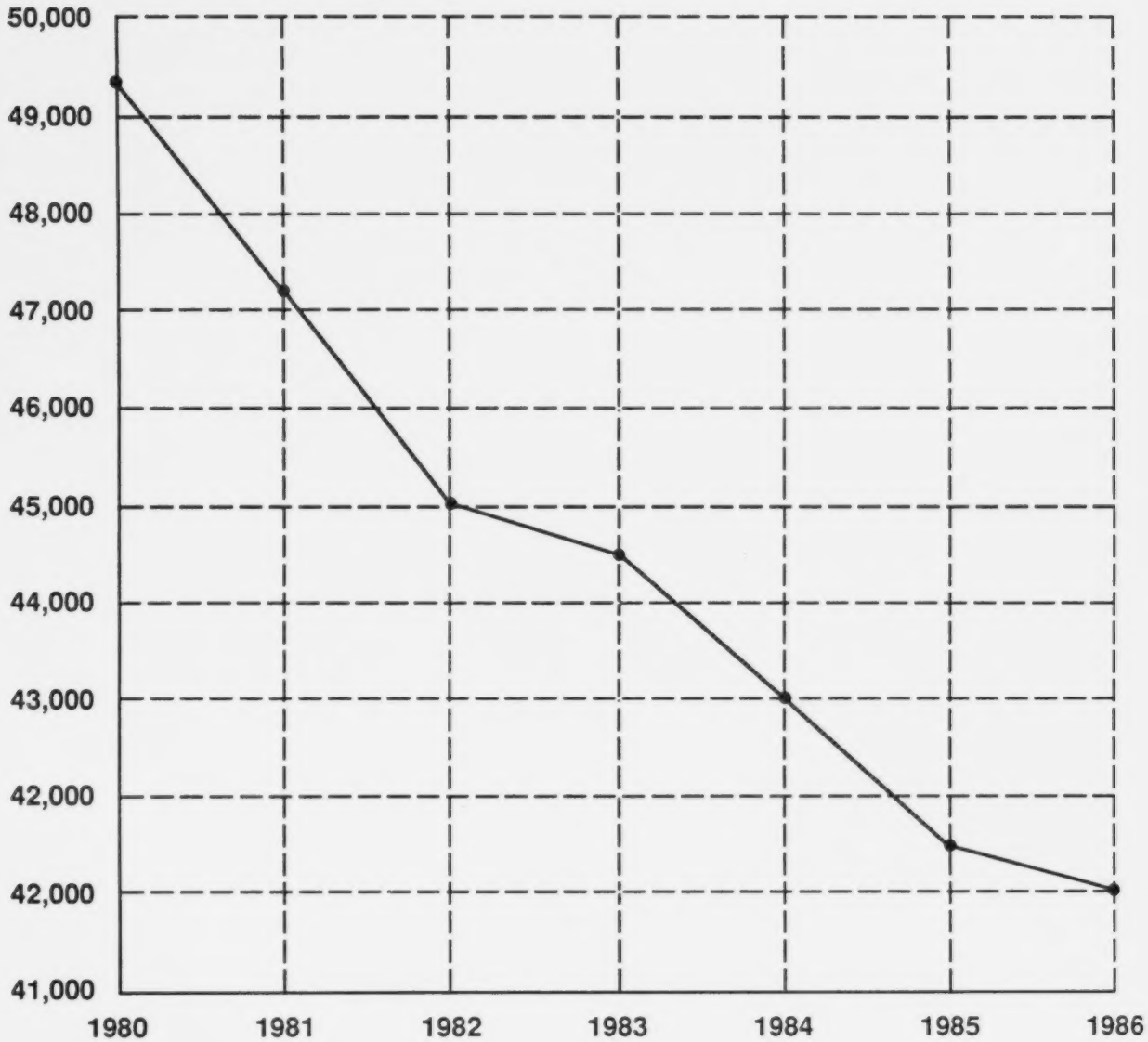
Figure 2. Iowa Manufacturing Employment



(SOURCE: Western Iowa Tech Community College)

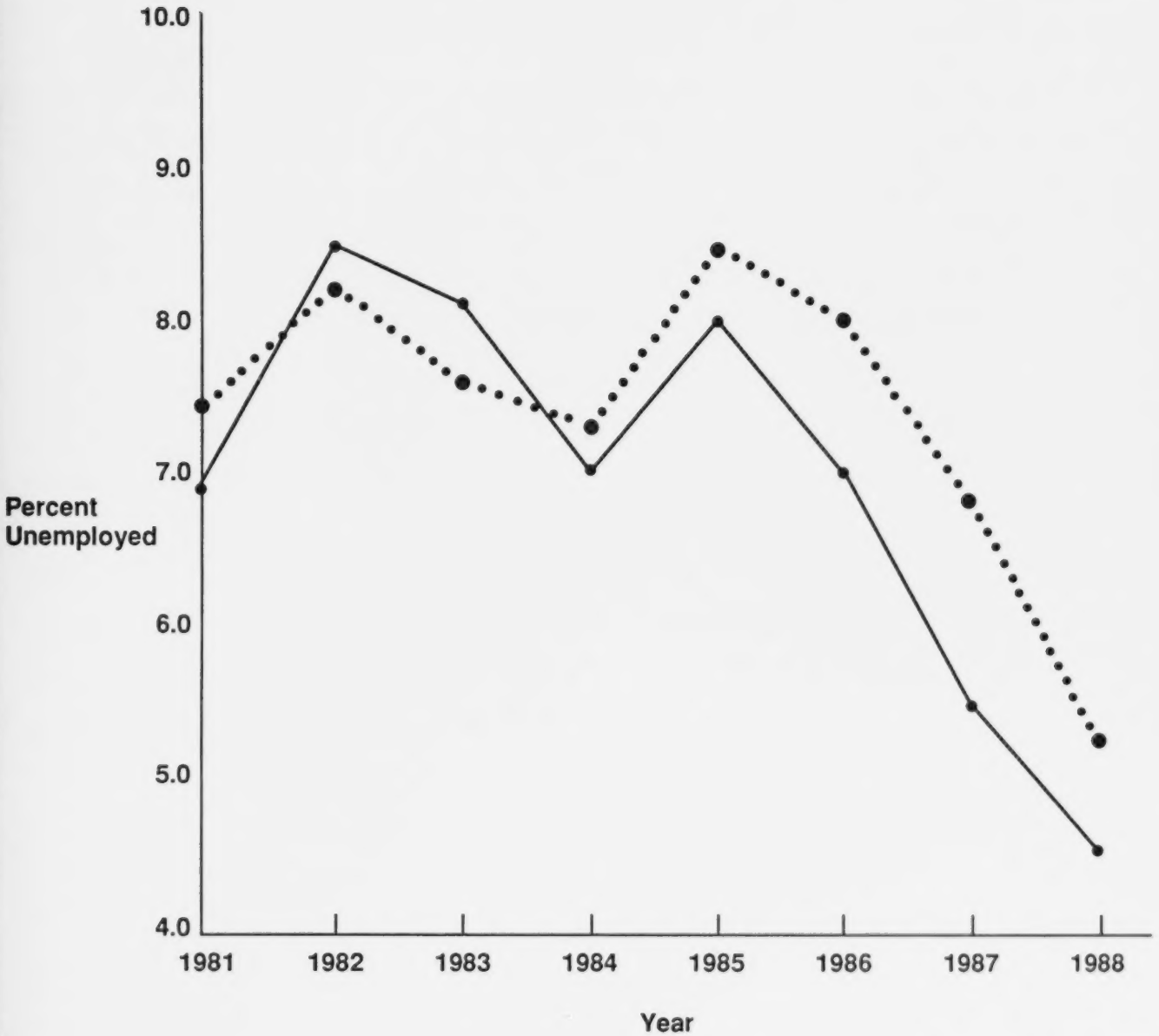
Figure 3. Iowa Manufacturing Employment

Food and Kindred Products



(SOURCE: Western Iowa Tech Community College)

Figure 4. Average annual rates of unemployment for the state of Iowa and the Sioux City MSA (Woodbury and Dakota Counties).



——— Iowa Average

• • • • • • • • • Sioux City MSA

(SOURCE: State of Iowa, Department of Employment Services)

with which economic development activities, such as the local chamber of commerce's "Siouxland Initiative" project, have achieved a greater diversification of the Siouxland economy, local community leaders have noted that salaries and wages have not rebounded as quickly. As such, more jobs have been created recently but at wages that have tended to run lower than in the heyday of full employment in the meatpacking industry with strong union representation of workers.

These economic changes have, of course, impacted Western Iowa Tech Community College. Certainly, it has encouraged strong college participation in the economic development programs of the region and the college has responded by becoming prominently involved in the Chamber of Commerce, the Siouxland Labor-Management Committee, and by establishing close ties with local industry through contract training initiatives, especially those funded by innovative state legislation, such as H.F. 623, chapter 280B.

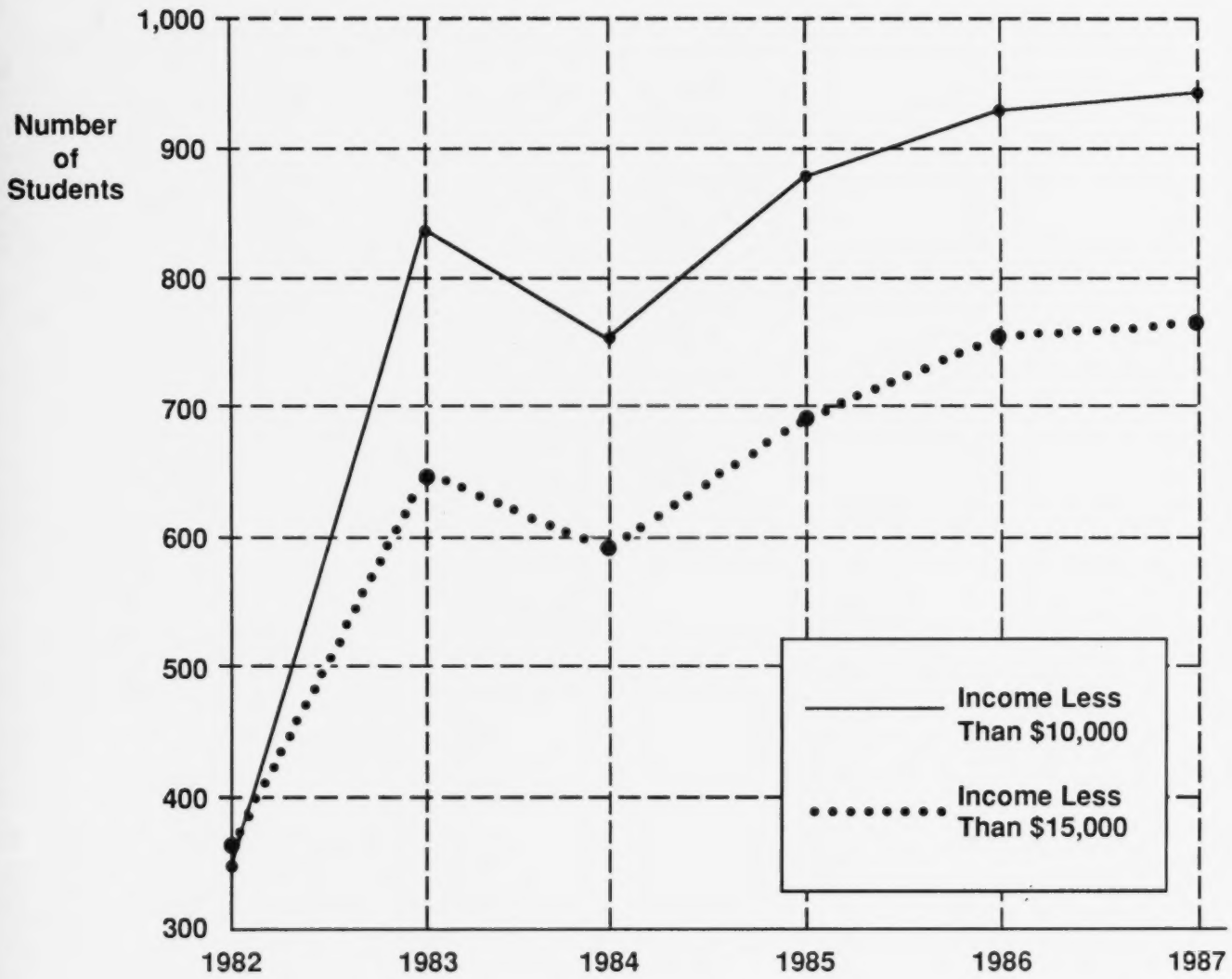
There is, however, a darker side to the recession of the 1980s and its aftermath for WITCC. The downturn in the traditional agriculture and farm products industries upset local institutional stability, such that persons and families who for generations had worked for a particular company or a particular industry could no longer count on doing so. Typically, these production workers were of limited skills and limited career scope and were suddenly thrust into an unaccustomed economic situation, perhaps unemployment, even poverty. For those who sought retraining opportunities, WITCC became one of the few feasible options

for it. This, of course, created pressures for the college and an unprecedented demand for new educational opportunities. WITCC's enrollment showed this need. FTE enrollment surged 15 percent between 1983-84 and 1987-88. Average quarterly enrollment increased 17.4 percent between 1980 and 1988. Even more telling, however, is the percentage of low income students who have come to the college seeking improved employment prospects. Figure 5 shows the increase in low income students served by the college over a recent 6-year period.

The surge in low income student numbers at the peak of the recession (1982-83) is documented in figure 5. It not only remains high, but generally increases even as the local and national economies improve. As such, the college today not only serves a relatively higher percentage of students with low incomes, but these students tend to be poorer as well, particularly due to the fact that this analysis is done in terms of non-inflation adjusted dollars.

A "poorer" student body is critical in several respects, not the least of which is the pressure the college faces toward increasing tuition and fees. Several factors combine to exert this pressure, general increases in the cost of living being but one of them. Other, more important factors, include the college's increased reliance upon it as a source of income. Although the state's community and technical colleges are bound by law to limit tuition to no more than the lowest of three Regents universities, WITCC's charges tend to be below average for comparable institutions across the state, based on three consecutive quarters of

Figure 5. Student Income Levels



(SOURCE: Western Iowa Tech Community College)

enrollment. Moreover, the percentage of revenue that tuition contributes to WITCC is less than that of the statewide average, as is pointed out in table 1.

TABLE 1

PERCENTAGE COMPARISON OF REVENUE SOURCES,
WESTERN IOWA TECH COMMUNITY COLLEGE VS. IOWA STATEWIDE

	WITCC		IOWA AVG.
Revenue Source	1985-86	1986-87	1986
Student tuition and fees	26.77%	28.46%	30.4%
Local support	12.03	11.82	10.3
State support	50.79	48.28	41.7
Federal support	8.01	7.04	12.2*
Other income	2.40	4.40	5.4
	100.0	100.0	100.0

*The State of Iowa defines this category as State and Federal Reimbursement. WITCC includes all state dollars, both General Fund and other support as State Support. Federal Support are those funds originating with the federal government. As such, these figures are not precisely comparable. However, insofar as the State General Fund is by far the largest part of its State Support, the figures are close enough to be useful in this analysis.

(SOURCE: Western Iowa Tech Community College, Iowa Association of Community College Trustees.)

The above table is revealing in many respects, some of which will be explored later. At this time, the issue relevant to the discussion is student tuition. Clearly, WITCC has intentionally worked to hold the line in this revenue area. It could charge more, both by law and in comparative terms, as do its sister institutions. However, the college is obviously sensitive to the needs of its disproportionate number of low-income students. Yet, the pressure is clear. Its dependence on this revenue appears to

be increasing and will do so in the future if the trend toward reduced local support continues. As well, WITCC's reliance on state and federal sources exceeds half of its budget and is significantly greater than the statewide average. As previously discussed, the potential for making up even a small shortfall from state sources is small and increased funding from the federal government in a time of record deficits is unlikely, barring a very aggressive resource development effort and much good fortune as a result of it. Thus, where will these new, much-needed dollars come from in a community with a still troubled economy with a student body, a significant number of whom cannot bear the burden of a substantial tuition hike and still remain in school?

Clearly, the direction of the local Siouxland economy exacerbates many of the trends found statewide and nationally. A related issue to consider is the changing demographic and social nature of both the community and the college.

The Changing Social and Demographic Character of Siouxland and WITCC

A number of social and demographic transformations that are strongly linked to the previously described economic changes are changing the face and the work force of Siouxland. The simultaneous downturn in both farming and manufacturing caused some rural residents to come to the city and forced others to abandon Siouxland for greener pastures. It had a predictable effect upon families, increasing the number of displaced homemakers, single parents, and unemployed heads of households. As new jobs were created at lower wages, new migrants, often Native Americans,

Hispanics, and Asians came to the Midwest and settled in areas like Sioux City to create a new life. Other families remained in the area, perhaps accepting lower wages which often demanded dual income households in order to make ends meet.

In the business community, a reconfigured economic structure has emerged, displacing the old leadership and creating a far more pluralistic business environment. This has caused a change in the locus of community power and has allowed for the growth of new institutions and social bases. Perhaps most important is that the relevance of city and state boundaries has decreased; Siouxland is less dependent upon the activities within the larger city with businesses increasingly moving into the outlying areas and across the Missouri River into Nebraska and South Dakota. One indicator of this shift can be seen in the population data for the area. This information is displayed in table 2.

TABLE 2

POPULATION DATA FOR SIOUX CITY AND
SIOUX CITY METROPOLITAN STATISTICAL AREA

Census Year	Sioux City	Woodbury County	Sioux City MSA
1960	89,159	107,849	120,017
1970	85,925	103,052	116,189
1980	82,003	100,844	117,457
1987 (est.)	81,200	n.a.	118,400

(SOURCE: U.S. Department of Commerce, Bureau of the Census, 1987)

According to the data in table 2, Sioux City and in all likelihood Woodbury County, has lost population over the past three decades. The major urban area has lost nearly 10 percent of its population and may well fall below 80,000 people by 1990. A roughly parallel situation seems to be occurring in Woodbury County, the most populous county that WITCC currently serves. By contrast, the non-Sioux City (i.e., non-Iowa) portion of the the total population increased substantially, from just over 25 percent in 1960 to an estimated 31 percent in 1987. Given the absolute decline in population in Woodbury County, the out-of-county increase is clearly a function of activity in the Nebraska portion of the MSA, and by implication, in South Dakota as well.

In terms of other demographic characteristics, the area is overwhelmingly populated by whites, according to the 1980 census, but this appears to be changing. The black population of Iowa as a whole is expected to increase some 20 percent by the year 2000, Hispanic and Asian populations considerably more (U.S. Department of Commerce 1988). Perhaps more interesting is the issue of age. The nation has gotten older, as has the work force (Johnston 1987). As the population of Iowa, by 1986 estimates, is slightly older than in the United States as a whole, and because of the fact that the population of Sioux City has declined faster than that of Iowa, it is likely that the population of the Sioux City area tends to be older than either the United States or Iowa due to the out migration of younger workers. Whereas appropriate data to examine this question do not currently exist and will not until

the 1990 census, it would not be unreasonable to propose that in this case as well, the future is happening more quickly in Sioux City.

The impact of these changes upon WITCC is profound. With regard to demographics, due to its access and equity commitments, the student body of the college is older, disproportionately minority and has a significantly higher number of displaced workers, homemakers, and persons with disabilities relative to their categorical proportions in the community at large. Given the changing population of the community, these tendencies will continue to increase at a faster rate than will the general population.

With respect to social changes, the six counties served by the college, all of which are in Iowa, are in relative decline. Jobs are fewer as are citizens. Clearly, the "action" seems to be occurring in the surrounding area. However, these changes, external to the service area of the college as they are, are going to create community demand for training and retraining to which WITCC must respond. As new industry enters the community, new job requirements will be resulting that will require WITCC to expand its horizon to accommodate economic and social activity which may be outside of its boundaries but still very much affects the life of people within them. Further, the new structure of community power will tend to be more open to initiatives coming from the campus as the needs grow and the responsiveness of antiquated community systems become increasingly dysfunctional.

It is, in sum, a new environment in which WITCC finds itself. There are new people to serve, a minority of whom are traditional enrollees just having graduated from high school. Equally, there are new demands for service that will force changes in campus offerings. Finally, there will be fewer barriers confronting WITCC's efforts to reach these persons in the manner necessary.

Changes in the Tax Base

One of the more intriguing consequences of the changes taking place in Siouxland as it concerns WITCC is the impact upon the tax base, thus the "WIT Levy." Under its provisions, funds earmarked for capital improvement and equipment replacement would be provided to WITCC to augment state funds for this purpose, supported by local taxes. This levy is not to exceed 20-1/4 cents per $1,000 of taxable valuation. Part of the interest this action provides is that it indicates a rare degree of community support enjoyed by WITCC. It also ensures that the college will have some funds for the replacement of much-needed equipment. There may be several problems with it, however. First, it is apparently intended to last for only 5 years (through 1993). Second, as local taxes are based on property values, it is difficult to assess the ultimate impact of economic and social changes on the value of property in Sioux City and Woodbury County. As such, it is uncertain the extent to which WITCC will benefit from it. Undoubtedly, property values in Siouxland are increasing, especially in these comparatively prosperous times. However, higher

unemployment, reduced business activity in the urban area, and the greater attraction of areas outside of WITCC's service base may tend to stabilize property values within it below increases in the cost of living, hence the cost of educating, if they do not actually decrease. As such, the amount of money WITCC actually will receive may be below what it hopes for. This may not necessarily be problematic financially for the college, but it may provide some insight into the future of its local revenue base. Viewed alternatively, however, the fact that the community has strongly endorsed WITCC's efforts to maintain economically relevant instruction may be an opportunity that can pay off for the college far beyond any dollars that would come as a result of the levy. This potential will be reviewed in subsequent sections of this report.

ISSUES IN THE BUILDING OF THE "NEW WITCC": LEADING THE CHARGE IN SIOUXLAND

Summarizing the context in which Western Iowa Tech Community College finds itself, the following points can be made based on the previous analysis:

- Much of the challenge of the future for WITCC parallels activity in the rest of the nation relative to post-secondary education. Work is changing, as is the work force, and the nation's community and technical colleges are being called upon to respond.

- New actors are becoming involved in postsecondary education, new relationships are being forged, and community and technical colleges are reshaping their identities and missions. They must do so in a planned, orderly way, maintaining their strengths as a basis for addressing the future.

- Besides national trends, the state of Iowa is introducing unique factors into the equation, including stronger centralized control and planning over a highly diverse group of institutions. Whereas community and technical colleges nationwide are tending toward comprehensiveness, Iowa is virtually mandating it, promising little financial assistance in doing so.

- The movement toward comprehensiveness is creating challenges for all Iowa colleges, particularly those oriented toward vocational-technical education.

- Aspects of the Siouxland economic, social, and demographic context will play a major role in who WITCC serves, what WITCC must provide, and how they will pay for it.

- Students of both the present and the future will be older, more heavily minority, more likely to be displaced workers and homemakers, and more likely to be low-income than in Siouxland in general.

With this background, a fresh look can be taken at WITCC's challenges in the following areas:

- o Curriculum
- o Enrollment
- o Economic development
- o Facilities planning

Upon an analysis of the issues in these areas, the second section of this report will address a review of options and recommendations for implementation will be made.

CURRICULUM

This section will discuss three major areas of curriculum and instruction provided by WITCC: arts and sciences, vocational-technical education, and adult education. The issues will be discussed below and recommendations will be discussed and developed in Part II of this report.

Arts and Sciences

The most frequently occurring issue related to curriculum concerns the development of a strong arts and sciences program. The nature of new industry in Sioux City demands it, emphasizing as it does more modern technological approaches and the higher levels of literacy they require. It does the prospective worker no good to be trained in a narrow vocational area if the reality he/she faces requires the ability to adapt and change, a kind of individual some refer to as "the knowledge worker." Moreover, as the definition of the term "educated" increasingly refers to levels of competency in a variety of fields, any educational institution must attend to those needs, whether it is specifically demanded by law or not. However, in the case of WITCC, this capacity <u>is</u> at least implied in law, if not required, under Iowa Code, Section 280A.1 and this commitment has been given further encouragement by the transition of WITCC from a technical college to a community college.

WITCC clearly recognizes this need. This issue was one of the early reasons this analysis was commissioned. And it has recently been making progress toward this end. Indeed, its desire

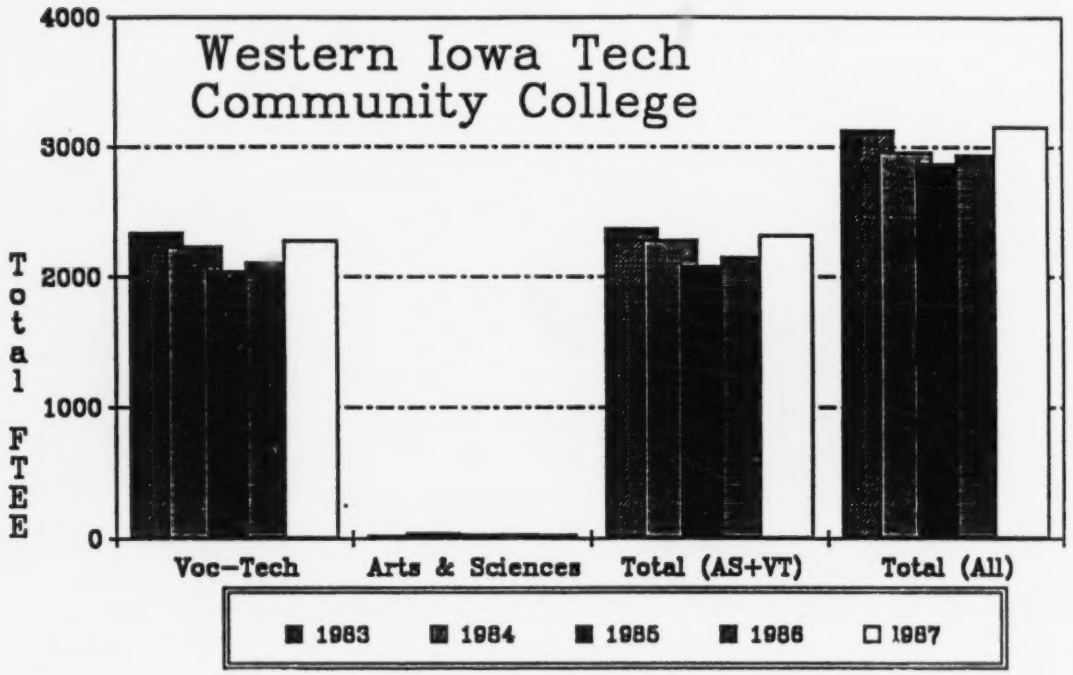
to progress in this area has been noted in WITCC's own publications at least as far back as 1986. It has been very difficult, however, for the college to achieve given the constraints, particularly financial ones, under which the college has been operating in recent years. Consequently, its progress in this respect can be called incremental, a pace which is reported to be of concern by many members of the WITCC community, both on and off campus.

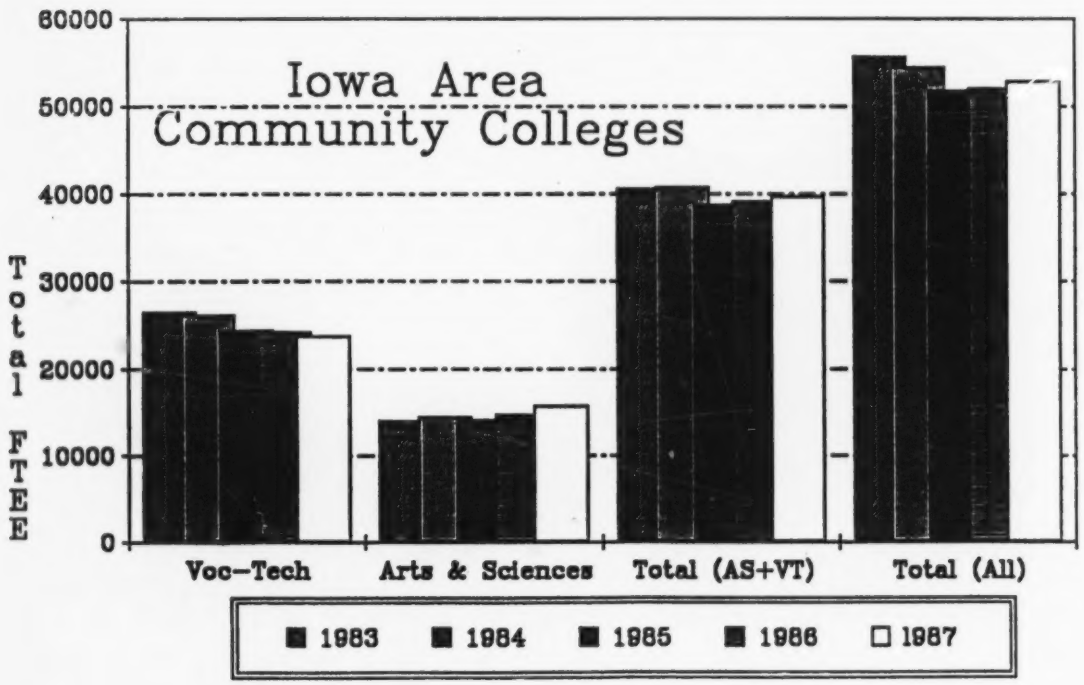
The delay in achieving comprehensive status in the arts and sciences has been costly. It has saddled the college with a public commitment it has yet to achieve fully, burdening its credibility. Progress in this area has sometimes come at the expense of other necessary goals and programs of the college. Finances have prevented expansion into the arts and sciences area. Ironically, however, failure to invest in this area has cost the college money. The amount of potential revenue that has been lost to the college as a result is displayed in figure 6.

Also indicated is that, over a 5-year period, the percentage of FTEE contributed to WITCC by the arts and sciences is virtually nonexistent. The arts and sciences contributed approximately 25-30 percent of total college FTEE overall in Iowa community colleges. As such, WITCC is losing a substantial amount of revenue.

Again, there are certain indications that the picture is improving. This improvement is, however, only slight. It is nowhere near the level recommended by the review of the accreditation team of the North Central Association of Colleges and Schools

Figure 6. Contribution of Arts and Sciences Curriculum to Total FTEE: WITCC vs. Iowa Area Community Colleges.





when it stated in 1985 with respect to the college's mission statement which comes from Iowa law, to the effect that "the first objective in the state mandate states 'the first two years of college work, including preprofessional education.' It would appear from the mission statement . . . that this portion of the mission statement should receive the same thrust as other portions of the mission statement, yet it is not." This remains a concern for the college some 4 years later.

The difficulty the college faces is obvious. It is hard indeed to provide a truly comprehensive curriculum, ideally staffed, at the $6-7 million annual total budget for the college. Yet, the college must continue to make progress with respect to the arts and sciences or delete it from its statement of mission.

Vocational-Technical Education

Since the doors of the college opened in 1967, vocational-technical education has been the lifeblood of WITCC. It has provided a valuable service and resource to the community and has been principally responsible for WITCC's credibility as an institution. It has survived periods in which it has had inadequate or obsolete equipment and has done well at attempting to keeps its course offerings relevant to its service population. It has also been the primary source of college interface with unserved and underserved communities, and today it houses the college's programs for special populations. It contributes most of the degree programs offered by WITCC, has four articulation agreements with area colleges and universities for student training beyond the

capacity of the program, and has been innovative in many respects, especially with unusual programs such as musical instrument repair and solar energy technology. It maintains an active effort to assist high school districts in vocational programs needed by students but unavailable through local secondary curricula. In so doing, the vocational-technical division is in full compliance with Iowa law in this regard. By all evidence, it is well respected by business and industry and maintains good relations with its leaders.

Most of the areas of concern with respect to the vocational-technical curriculum are beyond its own control. It needs to be integrated and articulated with the arts and sciences curriculum as it develops because WITCC is committed to providing a comprehensive community college program. It has had intermittent enrollment problems in certain areas (see tables 3, 4, and 5) because WITCC has seen a relative stabilization of enrollment increases and due to the fact that the Siouxland economic environment has been unstable. It has not, however, been hesitant to eliminate programs that no longer serve a purpose. To the extent that anything could be said to be an issue in vocational-technical education at WITCC, it may be that the division is perhaps too market sensitive, possibly a bit too quick to make changes. As well, the philosophy of the division presents a fairly traditional view of the field, and it may be useful to incorporate some of the more recent thinking in vocational-technical education into its programming. These issues, although not serious concerns, should

TABLE 3

Western Iowa Tech Occupational Programs

Average Quarterly Enrollment, Fall-Winter, 1985-1989

PROGRAM	1983-85	1985-1987	1987-1989	+ or - %
Accounting	50.0	46.3	47.5	- 5%
Acct. Spec.	21.0	18.8	15.8	-25%
Admin.Ass't.	6.5	8.3	13.5	+108%
Ag. Pwr. Mech.	15.5	10.0	9.3	-40%
Ag. Tech. I&II	9.3	7.3	9.8	+ 6%
Air Cond.	36.5	30.8	29.8	-18%
Arc. Const-Dft.	31.5	27.3	29.8	- 5%
Arc. Const-ET.	17.8	17.0	13.5	-24%
Assoc. Deg. Nsg.	51.8	72.0	95.3	+84%
Auto Body Rep.	28.5	30.3	23.8	-13%
Auto Mech.	47.0	47.3	34.3	-27%
Band Inst. Rep.	13.3	17.5	9.0	-32%
Band Inst. Tech.	0.5	2.3	2.0	+300%
Bank/Fin. I&II	26.3	23.3	22.8	-13%
Beef Prod.	13.0	4.5	0.0	-100%
Bio-Med. Elect	14.3	10.5	7.3	-49%
Build. Main.	15.8	17.8	13.5	-15%
Carpentry	10.5	12.3	12.8	+22%
Clerical Bkkg.	27.8	24.0	18.5	-33%
Comp. Prog.	44.3	40.5	29.0	-35%
Data Proc.	80.5	74.3	51.0	-35%
Dental Ass't.	19.0	17.5	19.5	+ 3%
Diesel Mec.I&II	34.0	33.5	26.3	-23%
Electrician	12.5	13.8	11.8	- 6%
Elec.E.Tc.I&II	68.3	68.8	47.8	-30%
Elec. Sys.Main.	19.8	19.8	15.8	-20%
Ener. Man/Solar	21.5	14.0	9.3	-57%
Equip. Rental	31.0	53.0	29.8	- 4%
Graph. Comm.	15.5	19.3	16.8	+ 8%
Info/Wd.Proc.	n/a	26.0	20.0	-23%
Legal Sec.	18.8	18.5	19.5	+ 4%
Live. Prod.	12.3	15.3	12.8	+ 4%
Mkt. Man.	9.8	11.5	18.5	+89%
Meat Cut/Saus.	16.0	15.3	12.3	-23%
Mech. Dft.	2.3	5.3	0.5	-78%
Med. Sec.	27.8	31.0	32.8	+18%
Micro.Spec.	25.3	26.5	22.3	-12%
Ofc. Asst.	32.8	28.8	24.5	-25%
Pk.& Golf. Man.	17.8	22.3	20.5	+15%
Piano Tun.	15.8	12.3	10.5	-34%
Pol.Sci. I&II	66.8	85.0	82.8	+24%
Prac. Nsg.	85.5	54.3	96.0	+12%
Rental Man.	11.3	11.3	11.5	+ 2%
Ret. Sales	30.8	35.8	25.5	-17%
Secretary	38.8	37.5	31.0	-20%
Shtmtl.H&P	7.3	17.0	14.0	+92%
Surg. Tech.	18.0	14.3	18.8	+ 4%
Swine Prod.	3.8	0.0	0.0	-100
Telecomm. I&II	n/a	39.0	49.8	+28%
Welding	14.5	16.8	13.8	- 5%

(SOURCE: Western Iowa Tech Community College)

TABLE 4

Western Iowa Tech Occupational Programs

Areas with Substantial Increases, 1983-1989
(up 25% or more)

Administrative Assistant	(108%)
Assoc. Deg. Nursing I & II	(84%)
Marketing Management	(89%)
Sheetmetal, Ht. & Plumb.	(92%)
Telecommunications I & II	(28%)

Areas with Substantial Decreases (down 25% or more)

Acc't Specialist	(-25%)
Ag. Pwr. Mech.	(-40%)
Auto Mech.	(-27%)
Band Inst. Repair	(-32%)
Bio-med. Electronics	(-49%)
Cler. Bookkeeping	(-33%)
Comp. Programming	(-35%)
Data Processing	(-35%)
Elec. Eng. I & II	(-30%)
Energy Mam./Solar	(-57%)
Mech. Drafting	(-78%)
Ofc. Ass't.	(-25%)
Piano Tuning	(-34%)

(SOURCE: Western Iowa Tech Community College)

TABLE 5

Western Iowa Tech Enrollment Change By Vocational Area, Fall/Winter, 1983-84 vs. Fall/Winter, 1988-89

	1983-84	1988-89	+/-%
Agriculture	47	62	+32%
Business	639	583	-9%
Construction Trades	54	85	+57%
Data Process.	248	150	-40%
Drafting & Des. Eng. Tech.	166	150	-10%
Electronics	263	263	0%
Health Occ.	383	561	+46%
Music Inst. Repair	63	49	-22%
Police Sci.	134	173	+29%
Rental Bus.	81	62	-21%
Trades & Industry	562	409	-27%

(SOURCE: Western Iowa Tech Community College)

be considered as constructive suggestions toward some of the longer-term thinking of the faculty and staff.

Adult Education

By all evidence, the adult education effort at WITCC is doing an outstanding job. It is the source of much of the outreach and retraining provided by the college, and it provides a consistent source of students; the courses offered, both remedial and avocational, seem to be quite popular in the community. Programs are conducted in almost every school district in Merged Area XII and the Individualized Learning Center services are well-utilized.

As is the case with vocational-technical education, any issues of concern relative to adult and continuing education are minor ones. The only factor that may be of consequence is predicated upon the existence of a strong, fully developed arts and sciences program. Because much of the work in the division has its basis in the area, this could be a "draw" for persons who participate in the adult program to continue with courses leading to a degree program in the arts and sciences. In this light, adult and continuing education could be an important reason students matriculate into the college for credit perhaps more rapidly than would occur under normal circumstances. Therefore, as the college develops its arts and sciences curriculum, the college's would benefit by ensuring that adequate articulation takes place within and across program areas and services. Until the college aggressively acts in this way, this articulation will be impossible to achieve.

Logically related to the issue of curriculum is enrollment. The following section deals with this issue.

ENROLLMENT

Enrollment at WITCC has stabilized after a number of years of progressive growth. FTEE totals were slightly in excess of 3,000 students in 1982-83 and is virtually the same in 1987-88. Part of the stability has to do with the demographics of the service area as heretofore described. However, college policies and practices have not tended to support improvement in this area. In addition, student retention has been a self-described problem for several years.

Specifically, although the enrollment situation cannot be said to be in a crisis, the degree to which it is a correctable problem is an incentive for action. Some enrollment-related issues have been discussed relative to the curriculum. By being unable to address the arts and sciences problem successfully and comprehensively, WITCC has missed an opportunity to augment its enrollment directly, hurt student retention efforts, and deprives an otherwise successful adult and continuing education program from fulfilling its potential. As it stands, the needs of many prospective students cannot be fully addressed.

Beyond that, however, a good deal more effort is needed in terms of institutional arrangements if the college intends to address successfully the needs of a growing segment of WITCC's student body. The college is at a 72 percent capacity, on the average, during the day and 28 percent at night. Clearly, as an increasing portion of students are already in the work force, with a family and with other special needs, some rearrangement of

schedules appears to be in order. In addition, the college's "open door" policy has encouraged students who are only marginally prepared to enter the institution. However, support services are, by the college's own assessment, fragmented, limited, and inadequate to the task. Funds continue to be cited as the source of the problem, but the college could be more aggressive in certain areas to alleviate the needs toward the creation of a comprehensive developmental education program. Without such supports, the "open door" is, in reality, a good deal less inviting to the special needs student, and the promise of occupational mobility is a bit more distant than it could be.

FACILITIES PLANNING

Generally speaking, the facilities at WITCC have been found to be adequate by both internal and external analyses, given the current priorities and scope of the college. The facilities are of sufficient size overall, program locations are convenient around the service area, classroom space is adequate, and the library/LRC space and holdings appear adequate for a primarily vocational-technical program. Deficiencies have been cited, primarily in the area of the age, obsolescence, and utility of equipment. This, however, is part of the purpose of the "WIT Levy," which could add as much as $900,000 (assessed valuation of approximately $4.4 billion x 20-1/4 cents/$1,000) per year to a fund for this purpose. Although there is believed to be a considerable backlog of needs to be fulfilled, certainly a good beginning can be made in this area.

A more crucial question is how the college would handle growth. If a comprehensive curriculum were in place, where would the classes be held and how would the students be dealt with? How would funds for this purpose be secured? This is the challenge WIT faces with regard to facilities. The development of a comprehensive curriculum of a full-service community college will impact on library holdings, classroom configurations, expand learning center requirements, instructional support equipment, and student support services.

ECONOMIC DEVELOPMENT

Increasingly, American community and technical colleges around the nation have devoted a good deal of attention to economic development. Predictably, Iowa has attempted to systematize this function for its area colleges and has established certain goals along with strategies for achieving these goals. These have worked well for the colleges generally, and WITCC has been very active in economic development goals with involvement in the various Siouxland business-industry-labor coalitions, the Siouxland Interstate Metropolitan Planning Council (SIMPCO), the local chamber of commerce, and so forth. WITCC has also contributed indirectly to economic development through its enhancement of the communities image and cultural resources, including an FM radio station on campus and a developing capacity to provide the community with educational television.

WITCC has been generous with respect to making its resources available for the general community. It may, however, have neglected to see itself and its growth as the best economic development asset it can offer the community. In a very real sense, that which is good for WITCC will also be good for Siouxland, given the dynamic changes the community is undergoing. If the college achieves its goals, the prospects of business and industry, labor, and the people of the area will be materially improved. It is to the community's benefit, therefore, for WITCC to continue to survive and thrive. As such, WITCC must begin to investigate ways in which it can develop external resources with

the support of the community as partners in building the Siouxland of the future.

In order to achieve greater external resources, a much more comprehensive approach to their development must be engaged. According to WITCC staff, action to increase external resources have involved the voluntary efforts of existing staff beyond their normal responsibilities. This is unfortunate, because WITCC has a very hard-working group of people who are, arguably, overburdened at the present time. The impact of these efforts should not be discounted, because it has been important, and especially with state grants, somewhat successful. WITCC staff lack, however, the time to devote to the matter in a systematic fashion and the professional development to maximize the benefit for the time spent. There has also been, recently, the establishment of a foundation to maintain a college development fund. It, however, is small and must compete against virtually every other Iowa college involved in the same activity. It is a useful strategy, but insufficient by itself.

Although the program of the college is generally strong, WITCC has a number of small unmet needs. A systematic effort to expand the support base is necessary because resource development is by definition a probablistic proposition. The only way to make it succeed is to try a great number of individual initiatives. Eventually, a well done effort will resolve many of the unmet needs, but only over time. In addition, the payoff from the active incorporation of mass support (i.e., an ongoing public relations effort) will have beneficial effects in a number of

areas besides the dollar volume it can directly generate. Indeed, public goodwill is a base from which great resources can be drawn in the future. Clearly, resource development and public relations are linked, and WITCC need to fully exploit both areas of potential.

PART II: OPTIONS AND RECOMMENDATIONS

STRATEGIC PLANNING

As should be amply evident by now, the areas and issues discussed do not exist in a vacuum, in isolation from one another. Neither WITCC nor any other community college in America has problems that break out discretely into four or five individual areas. Although it helps to think of them as such and assists in their identification, their roots are common and their solutions related. To attack them individually, therefore, is hardly the most efficient or practical way to proceed. As well, they cannot be adequately addressed all at once, nor should they be. It is neither the wisest use of resources nor is it conducive to the best solutions. This is especially the case with WITCC, where a scarcity of resources forces a certain degree of "leveraging" in order to maximize benefit.

The only solution to the above is planning, the scheduling of activities and events to create the greatest value to the college with the least disruption to existing programs and staff. This is the only way to tie concerns together in an approachable way such that answers become not only evident but are appealing. Accordingly, the options and recommendations in Part II will begin with an approach to planning that will be systematic, comprehensive, and incorporate the capacity for solutions to the issues that have been raised. It is within this context that the issues will be presented and sequenced for selection and discussion.

Accordingly, WITCC's greatest need begins with its need for a plan of attack and a schedule for accomplishing its objectives. It is proposed that this plan, when formulated, cover a 5-year period, distant enough to provide a capacity for future thinking, but also soon enough such that trends which exist, such as those identified in this report, remain relevant for consideration.

Initially, the broad outlines of the proposed plan will be identified as will the principles and choices implicit in them. Using this as a point of departure, the key issues to be resolved by the college will be discussed along with options for action, as well as the recommendations of the Center on Education and Training for Employment toward their solution. Finally, these issues will be included in a substantive way in the planning process using an elaborated version of the plan.

It is prudent to note prior to confronting these issues that, at this stage, only the outlines of a plan can be presented. The scope, intensity, and duration of each event can only be decided by the college itself, depending on what it perceives its need to be and how many resources it is willing to commit. As such, it holds in its hand the relative success or utility of the plan. A general point, however, deserves attention. Planning and change have a "penny-wise and pound-foolish" dimension to them (Gyuro and Omvig 1974). Where a college needs to go is many times clear and inevitable. It can get there either relatively quickly and easily, minimizing disruption, or it can get there at great expense, significant organizational stress, and great upheaval. It will eventually have to go there in any case. Investment in

the activities of planning often involve higher up-front costs than doing nothing, but ultimately saves many times beyond this cost in every respect. Either way, the choice is that of the college. It may, if it wishes, delay and defer action until yet another consultant's report, or aggressively move forward. We propose the latter but acknowledge the locus of option.

General Planning Process

It is proposed that Western Iowa Tech Community College engage in a four-staged PIER strategic planning process, providing a sequence of activities designed to produce a fully operational outcome in 5 years (see figure 7). These stages are as follows:

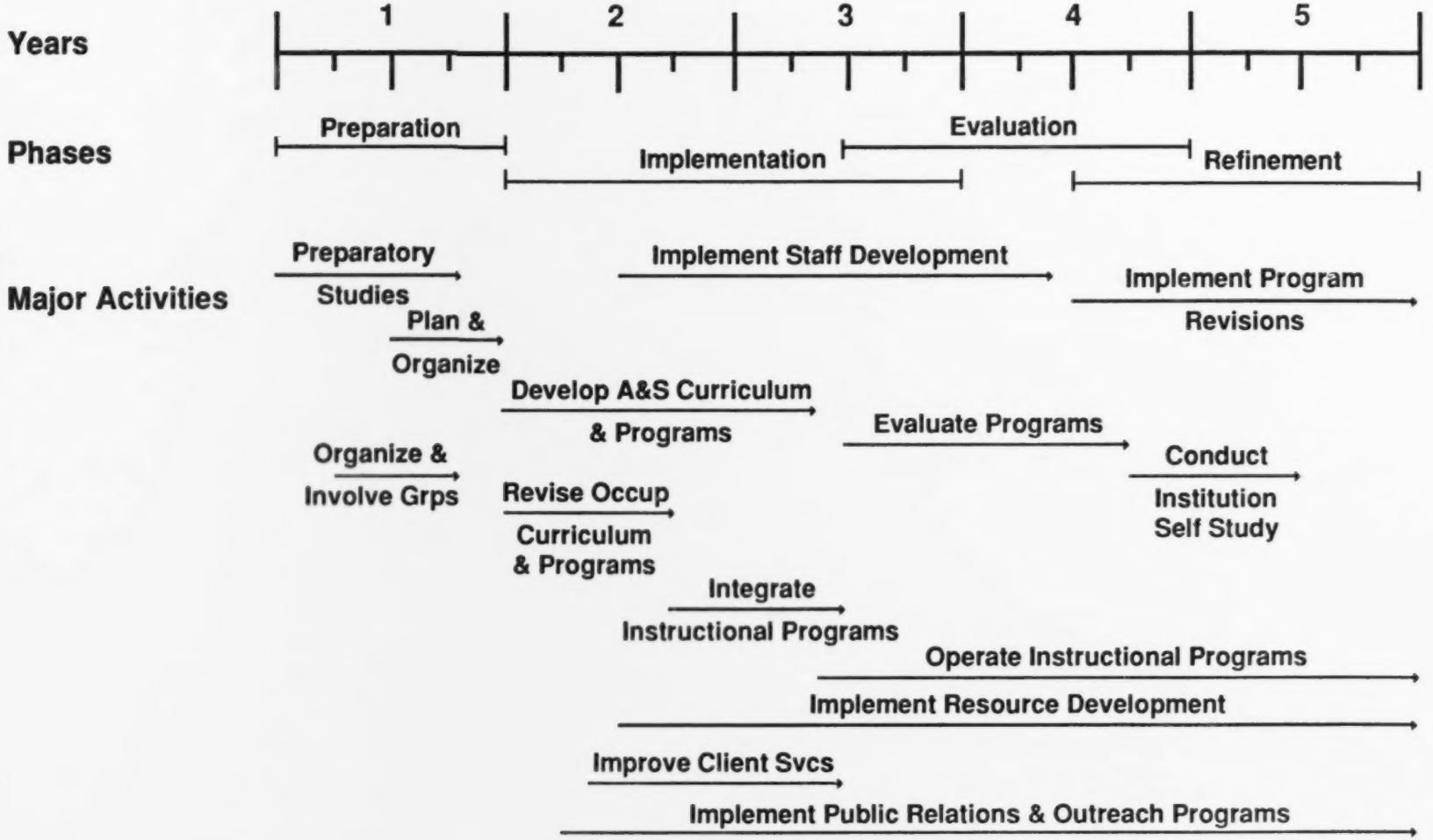
- Preparation--the organization of resources, materials, data, and information necessary for the development of the plan
- Implementation--the gradual integration of planned activities in the context of ongoing college programs
- Evaluation--formative and summative assessments of progress both while the planned activities are taking effect and upon their completion
- Refinement--the adjustment of priorities and their implementation based on the results of the evaluation

Based on the specific needs of WITCC, the following principles were established as planning parameters to guide the process:

1. The college has a continuing responsibility to provide continuity in the present while it ponders its future. Consequently, the institution must operate while change is occurring.
2. The arts and sciences curriculum must be integrated with the vocational-technical instruction at the college. In addition, the adult and continuing education program should be shaped in order to maximize interface between it and other areas of the college.

Figure 7

Proposed Western Iowa Tech Five-Year Plan



3. Stakeholders and friends of the college, both on campus and in the community, must be given an opportunity to participate in the planning process and establish "ownership" in its results.

4. Internal disruption must be minimized and a commitment must be extended to maintain existing staff to the extent possible, investing in staff redevelopment to ensure appropriate transition of at-risk staff.

Given these parameters, the following activities should be included in each phase of the process:

- Preparation:

  1.0 Establish and operationalize planning support mechanisms.
  1.1 Conduct review of external institutional requirements and criteria (e.g., accreditation, state law, etc.).
  1.2 Review internal institutional needs.
  1.3 Conduct market analysis study (demand).
  1.4 Conduct client analysis study (supply).
  1.5 Prepare internal institutional position statement (mission and goals).
  1.6 Organize internal planning task forces.
  1.7 Develop operational institutional development plan.
  1.8 Organize external advisory groups to support planning efforts.
  1.9 Implement involvement of advisory groups.
  1.10 Determine scope, intensity, resource base, and need for external resources (e.g., outside consultant assistance).

- Implementation

  2.0 Develop instructional/curriculum programs.
  2.1 Analyze degree/requirements and procedures.
  2.2 Design arts and sciences curriculum.
  2.3 Develop arts and sciences curriculum.
  2.4 Phase in arts and science curriculum.
  2.5 Conduct vocational-technical curriculum self-study.
  2.6 Design V-T program improvements.
  2.7 Modify V-T curriculum.
  2.8 Phase in V-T program improvements.
  2.9 Design integrated comprehensive programs.
  2.10 Establish collaborative agreements with cooperative institutions and agencies.
  2.11 Operate comprehensive curriculum programs.
  2.12 Initiate articulation agreements with supporting and supported schools and institutions.

3.0 Conduct staff development.
3.1 Design staff development programs for all personnel.
3.2 Establish cooperating agreements for staff support.
3.3 Conduct/contract for staff development programs.
3.4 Assess staff development programs and progress.
3.5 Revise and expand staff development programs.

4.0 Conduct resource development initiatives.
4.1 Design a coordinated organizational resource development plan.
4.2 Prepare staff for resource development initiatives.
4.3 Cultivate new potential sponsors.
4.4 Implement resource development plans.
4.5 Maintain current sponsors.

5.0 Participate in regional economic development.
5.1 Establish/maintain working relationships with economic development agencies.
5.2 Design organizational capacities to support economic development activities.
5.3 Establish/maintain linkages with private sector organizations.
5.4 Develop customized program procedures.
5.5 Implement support programs for economic development.

6.0 Develop recruitment, retention, and support services.
6.1 Develop recruitment strategies.
6.2 Design retention activities.
6.3 Expand cooperative programs.
6.4 Develop and expand student services.
6.5 Develop and expand extracurricular services.
6.6 Implement strategies, activities, and programs.

7.0 Develop facilities and equipment improvements.
7.1 Analyze revised and new curriculum program requirements.
7.2 Analyze student services and management requirements.
7.3 Review existing physical and material resources.
7.4 Establish priorities and funding support alternatives.
7.5 Develop a multiyear plan for facilities and equipment improvements.
7.6 Implement facilities and equipment improvement program.

8.0 Conduct public relations program.
8.1 Design an institutional PR program.
8.2 Establish linkages with the media.
8.3 Segment the market and define target audiences.
8.4 Develop PR materials.
8.5 Expand community outreach/involvement activities.
8.6 Implement public relations program.

9.0 Develop institutional management improvements.
9.1 Review management procedures.
9.2 Analyze current management information systems.
9.3 Prepare management systems and organizational improvement.
9.4 Implement management and organizational changes.

- Evaluation and Refinement

10.0 Institutional strategic outcomes.
10.1 Design comprehensive institutional self-study
10.2 Conduct self-study.
10.3 Prepare revision and refinements to institutional operations plan.
10.4 Implement revised institutional plan.

It is, however, recommended that the PIER sequence described occur approximately as proposed, a more elaborated version of which can be seen in figure 8.

The above work breakdown structure number activities (e.g., 10.4) are referenced on the Strategic Planning Activity Network. The network schedules the activities and portrays interdependencies between them. The scope, magnitude/intensity, and duration of the activities will vary and impact on the network, requiring updating of the network for both planning and control purposes.

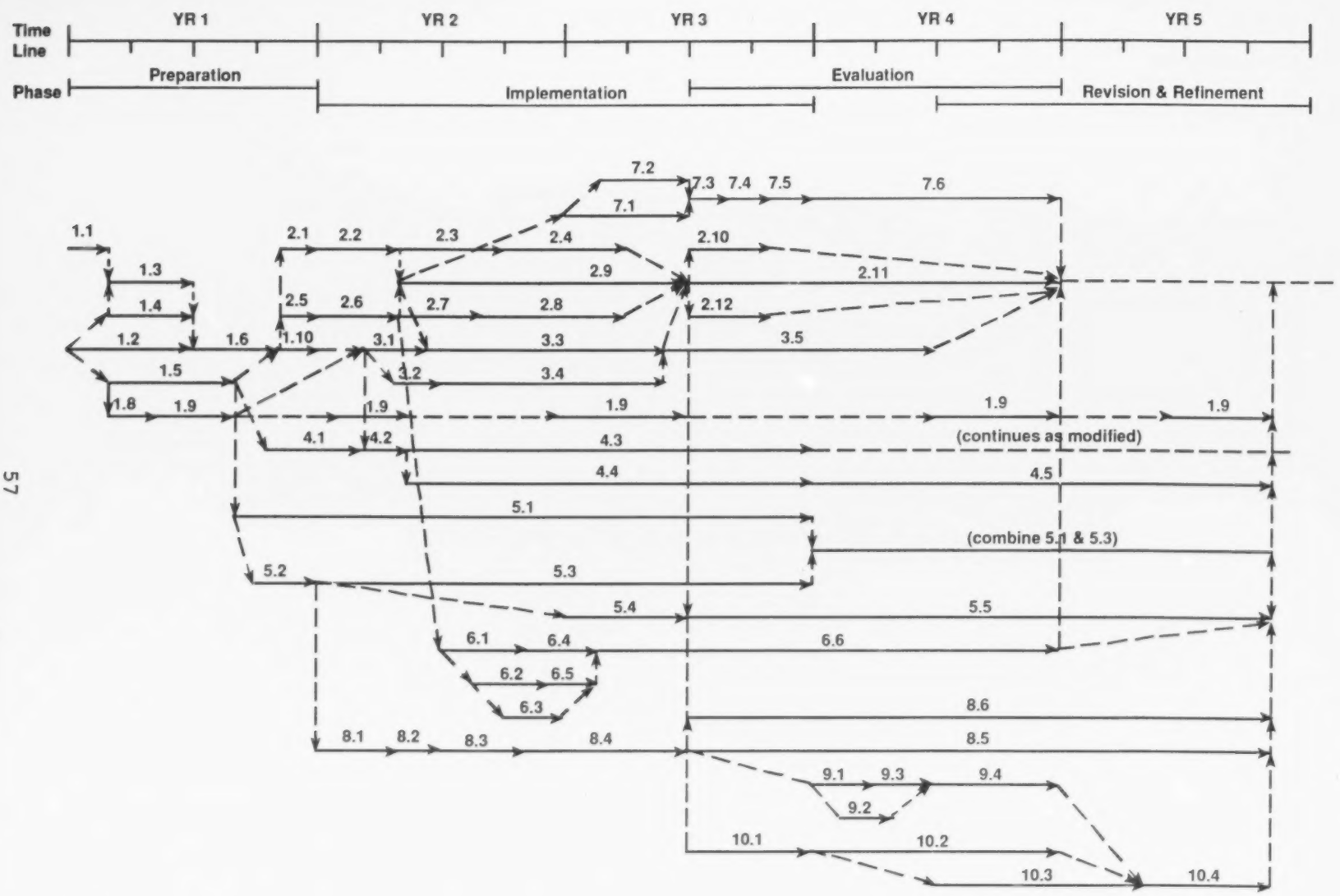


Figure 8. Strategic Planning Activity Network

OPTIONS FOR IMPLEMENTATION: FIVE CRUCIAL ISSUES FOR WITCC

The acceptance of a PIER process strongly indicates the types of activities for the college to pursue. Essentially, what is involved is the determination of where WITCC wants to go, defining the best path of getting there, following the path, changing where necessary, and implementing the changes. There is, therefore, little flexibility or options in terms of WHAT to do, with respect to planning. There are, however, numerous options in HOW to do these things, WHEN to do them, and HOW MUCH they will cost. The strategic plan has been designed to make it possible for WITCC to make its choices in a way to optimally make use of the resources it is already committing to these efforts. It also provides the college options in terms of utilizing those resources, such as research, data, and equipment it already has on hand versus expertise and other resources it may wish to seek externally.

In each item of the scope of the plan, the college has options toward implementation. There are, however, issues that stand out as principal ones, items about which basic decisions must be that planning alone will not resolve. Indeed, the values of the college will surface in the determination of these issues. Therefore, the Center on Education and Training for Employment stresses the need for attention to these as part of the planning process. Although we do not say that these are the only issues that emerge or that should be solved, we have noted these five points as especially important.

Based on the information collected, the documents in its possession, those inside and outside the institution to whom it has spoken, and its experience in postsecondary education, the Center identifies the following issues as particularly crucial, presents options that it considers viable, and makes recommendations for action for the consideration of the WITCC community.

Key Issues, Options, and Recommendations

Issue 1. A comprehensive arts and sciences curriculum needs development at the earliest possible time.

Discussion

Of all the issues that have confronted this project, the arts and sciences question has been the most often mentioned, cited as the area of greatest need. Due to a reported limitation of revenues, development in this area has been slow. A solution is needed that can implement such a curriculum sooner rather than later at the lowest possible cost.

Options

A. Continue with incremental approach.

B. Solicit external funds to finance the area.

C. Seek external resources to augment the college's efforts while developing internal resources.

Recommendation: C

Analysis

The arts and sciences are too important to the college in terms of revenue, credibility as a community college, and commitment to the occupational opportunity of its students to wait for

the incremental approach to succeed. However, expansion of the course offerings in the humanities, math/science, and the social sciences can be accomplished, at least provisionally, by utilizing outside resources that may be available given some creative initiatives that the college may have available. This can also be done with minimal cost.

The most cost intensive factor related to this area is the identification and hiring of faculty to teach courses. Although WITCC currently has some faculty trained in the area, this resource is not nearly sufficient to address the need. The college cannot, obviously, go out and hire a great number of new faculty members at the present time. It can, however, find them elsewhere. Among the potential alternatives in this regard are the following:

1. The temporary hiring of graduate students from the surrounding universities in the arts and sciences to teach on a quarter by quarter basis, as needed. Typically, all that is required is the payment of their monthly stipend plus any overhead costs the university would charge. Possible candidates for this arrangement could be the appropriate departments of Iowa State University, the University of Iowa, University of Northern Iowa, the University of Nebraska, Omaha and Lincoln, and the University of South Dakota. Cooperative arrangements would also facilitate contacts the college can make use of outside of its direct service area.

2. The temporary hiring of part-time faculty from Briar Cliff and Morningside Colleges to teach appropriate courses for WITCC. Under this arrangement, WITCC would get a highly qualified instructor at a fraction of the cost of full-time faculty. An arrangement could be made in which either WITCC would work through the college to "buy" the faculty member's time, or it could contract with the individual faculty member her-/himself. This is particularly attractive given the condition of recently lower than hoped for enrollments at private colleges in Iowa.

3. A cooperative arrangement with the two associates degree-granting institutions within an hour's drive of Sioux City in the greater Siouxland area, the University of South Dakota, Vermillion and Northeast Tech Community College in Norfolk, Nebraska may be possible (see figure 9). An in-kind exchange

Figure 9. Associate's Degree granting public institutions within sixty miles of Sioux City.

could be considered in which WITCC would offer students in these institutions courses in areas in which it is strong in exchange for instruction of its students in areas in which the other two schools are strong. Students would receive credit at their respective school for courses taken elsewhere and WITCC would have the opportunity to provide students elsewhere with the benefit of its strong vocational-technical program. Costs would be minimized on all parts and it could eventually enhance enrollment for WITCC as well as involve it in communities outside of Iowa.

4. A number of arts and science related courses are presently being taught as part of the vocational-technical program. Some of these courses could be taught as they currently stand in an A & S curriculum, or could be slightly modified to do so. In addition, at least some of the current WITCC faculty have the expertise or could develop the expertise to teach some newly configured courses in an A & S curriculum, particularly in mathematics and sciences. This would have the side benefit of maintaining the commitment to assist staff to develop the capacity to accommodate the changes that are being made without putting their positions at risk.

Issue 2. The vocational-technical education curriculum needs to stay current with the times and the changes in the Siouxland community.

Discussion

The vocational-technical curriculum has done an outstanding job in this respect in the past. However, external conditions are unstable and economic changes in the community are occurring so rapidly it must also respond quickly. However, it must do so in such a way as to not endanger its basic thrust and programmatic integrity.

Options

A. Add or delete course offerings as conditions change.

B. Change when funding to do so comes available.

C. Restructure premises of program while keeping basic course structure intact.

Recommendation: C

Analysis

It is clear that the vocational-technical curriculum is fundamentally sound. Rapid addition or deletion of course offerings can undercut that strength and unnecessarily threaten its basic integrity. Instead, it is proposed that two kinds of modifications can be made that will preserve and magnify its strengths as well as offer a coordinated, but multiphasic, program to its students. This can be achieved as follows:

1. Move incrementally toward a competency-based curriculum made up of modular instruction that will lead either to certification or a degree, depending on a student's choices. In either case, the offerings would parallel one another and avoid duplication as various options were selected. Similar colleges have had outstanding success with competency-based instruction and have experienced substantial cost savings as well. In addition, support is increasing for such a curriculum among accreditation authorities. Generally, occupational competencies are defined through "panel-of-expert" methodologies, like DACUM, utilizing business and industry as the source of competency definition.

2. Change some of the features of vocational-technical curriculum to acknowledge movement in the field and to better reflect what is occurring in the classroom. Some of these changes can be merely cosmetic in nature, such as the recommended change of the name "vocational-technical" to "occupational" to reflect a greater range of activity. However, some of these can be substantive as well. It may be useful to consider requiring all "occupational" education students, perhaps all WITCC students, to take the job seeking, human relations, and communications skills courses the division offers in a logical sequence. These would provide students with skills that are increasingly in demand by employers as well as enhance the FTEE enrollment in occupational education courses.

Issue 3. A systematic approach to resource development must be created in order to allow the college to take advantage of funding opportunities as they emerge.

Discussion

The difficulties with the current approach to resource development have already been identified. The current staff has neither the time nor the expertise to exploit fully the plethora of national, state, local, public, and private sources of funds that exist. As such, any prospects for external funding are subject to the particular fortunes of whatever effort the college happens to undertake. This makes reliance on any outside source of funds impossible. Yet, the college continues to have unmet needs that will take some time to resolve without new dollars.

Options

A. Continue to pursue strategy of utilizing current staff, but reduce their time on other projects to compensate.
B. Combine resource development and public relations activities under one major organizational function.
C. Hire an external firm to provide resource development services for WITCC.

Recommendation: B

Analysis

Resource development and public relations are and have been well-documented needs at the college for years. The recommendation is to consider them two aspects of the same phenomenon: the need to market WITCC to the community and the need to market WITCC to prospective funding sources. The techniques utilized are similar, as are the additional staff skills the college needs in order to bring desired results. Consequently, it is recommended that the college appoint a full-time senior-level staff person who

will report to the president of the college and who is charged with the job of coordinating these two functions, along with supervising the nascent "foundation" (development) fund. It is further suggested that current staff with high levels of potential in resource development be provided release-time and allowed to intern for a few months with some organization with expertise in the area of resource development, like the Center on Education and Training for Employment for a few months to gain enhanced skills. (Perhaps this internship could take place over a summer.) Finally, it is suggested that the fact that WITCC is engaging in a strategic planning process be used as a public relations vehicle to seek input, create new constituencies, and enhance stakeholder ownership of both the plan and the college. This should involve a media blitz, coordinated by the director of broadcasting, and could also involve public meetings about the plan and local needs in postsecondary education in the six-county area and into the Nebraska and South Dakota areas of Siouxland.

Issue 4. The changing economy and population of Siouxland and its effects upon the student body of WITCC require considerably more attention in terms of appropriate student services, especially with regard to retention of students.

Discussion

The evidence already discussed in this report makes it very clear that the student body of WITCC is changing. Due partially to economic changes, but also as a result of the success of its

equity and access outreach efforts, the students of WITCC are more likely to be older, lower income, minority, or have other special needs characteristics. Because of its current position in the community, WITCC can expect this tendency to hold no matter how the local economy performs. As such, the challenges created by the entry of nontraditional students will continue into the future.

The central issue posed by this phenomenon is that assumptions about the level of academic preparedness of incoming students often do not extend to those with special needs. Certainly, remedial services need to be offered to these students in order for them to cope adequately with college life. Current resources seem to be adequate at WITCC, especially with regard to the Individualized Learning Center and other services. However, it has been noted by college faculty and staff that a great deal more needs to be done and could be done in the way of developmental supports other than strictly remedial education. Currently, the college deals with the nontraditional student through its Special Needs and Student Affairs offices, but these services alone are apparently not sufficient today, according to college sources. Given the present need for developmental services and the reliable projections coming from the college about what the future holds in terms of the WITCC student body, these resources will be pressed even further. The college should commit to make available skill assessment, career information and guidance, and developmental supports throughout a special needs student's career at WITCC.

Although the true condition of current service availability is apparently a matter of debate within in the college, the need is clear. It is therefore suggested that special needs students receive a proactive program of systematic, ongoing, and comprehensive assessment, career and academic counseling, and follow-up throughout their time in school. It is further recommended that a full-time guidance professional be put in charge of such a program and that appropriate resources be made available to provide such services in the manner described.

Options

A. Find resources within the current WITCC budget to meet this need.

B. Delay action until external funding sources can be found for such a program.

C. Utilize funds from the foundation, which, once organized, can take this program as its first priority.

Recommendations: A, B, and C

Analysis

The recommendation is to go beyond the confines of current thinking to create a solution to this dilemma. At the present time, the college is hopeful that federal funds can be found through grants and other sources to support the program. As was presented in the discussion about resource development, however, such funds cannot be relied upon to any extent, particularly without the staff time that must be devoted to consistent fund raising development efforts. On the other hand, the "foundation" is much discussed at the college, and it seems every need is

expected to be addressed through it. Thus far, however, it is questionable if by itself, the foundation will ever have sufficient funds at least in the near future, to provide for such a program. The recommendation is to combine those two options in the context of the coordinated public relations and resource development campaign described earlier and make it the first job of the organizational development executive to find funds for the program through grants, set-asides, appeals to the public for a contribution to a designated fund, general community fund-raising activities, and any other approach that is deemed feasible. Further, it is strongly suggested that the college invest in the program first, instead of waiting for the availability of funds. It is our experience that involving the private sector in a campaign of this nature is very attractive to them and can provide benefits to the college. This would permit the college to seek funds to support an ongoing program rather than for the commencement of a new one, which is often easier to achieve. More important, it would send an appropriate message to WITCC's special needs students that the college acknowledges their need and will meet them. This, perhaps, would be the most important of any possible outcome.

Issue 5. There is some sentiment in the community that WITCC is missing an opportunity by not having a more highly developed program with which to serve high school students and their occupational development needs.

Discussion

Among the myriad of issues dealt with in the research for this report, mentioned on a few occasions was the charge that the college was failing in its responsibilities under Iowa law to serve high school students in vocational-technical areas, and, is therefore, not in compliance with the law. After researching the matter more fully, the Center on Education and Training for Employment found this not to be the case. WITCC does provide such services on an "as-needed" basis, is currently enrolling some high school students, and has a few contracts with school districts in the area. Moreover, it was discovered that the burden of responsibility for defining the need and seeking the college's assistance was that of the school district, not the college. In a sense, even if WITCC did nothing in the area, nothing would need to be done if it was not directly requested by local schools. It is acting appropriately, however, fulfilling the need as defined under the law, and seems to be compliant with the mandate in every respect.

However, an intriguing question is raised in terms of whether the college is fully exploiting the opportunity that is available under the law. As such, there may be certain advantages to investing more deeply in this area.

Options

A. Establish "2 + 2" programs with larger area high schools.
B. Establish, in conjunction with area school districts, a joint vocational school (JVS).

Recommendation: A

Analysis

The purpose of this idea is to establish a means whereby high school students can develop necessary occupational skills and, further, be attracted to develop those skills at WITCC. Some of the most interesting programs nationally are those providing a "2 + 2" program in unique areas, such as high technology occupations (Grossman 1988). The premise of these programs is that students who choose to follow a rather rigorous high school program are guaranteed admission into a community college in a program in which they would engage in studies that develop logically from their high school work and that they could not take many other places. Some colleges are even offering college credit for high school work taken and/or allowing high school students late in their senior years to take appropriate courses in the college curriculum. In some cases, these programs offer the student an opportunity to achieve a 2-year Associate's Degree in just 1 year past high school.

The advantages are obvious. A student can make far quicker and probably better career progress. The high school is enriched through the program. The college gains enrollment and the capacity to move its vocational-technical program in directions it may wish at a fraction of the cost, assuming pooled resources by all parties. In fact, many times, the community college negotiates an articulation agreement with a 4-year university to continue the student's program, allowing the student to achieve a baccalaureate

degree in only 3 years after high school. This, then, becomes a valuable program for the 4-year college as well.

The notion of a joint vocational school, on the other hand, is a good one, but perhaps premature at this time. Conceivably, a successful "2 + 2 + 2" effort could provide the logical basis for more intensive curriculum redesign at the high school level, and an eventual JVS. However, exploration of the sequenced curriculum at present is very much recommended for WITCC's consideration, one in which it is believed high dividends may quickly follow.

SUMMARY AND CONCLUSIONS

Western Iowa Tech Community College has grown dramatically over 22 years. From a few courses in an elementary school building, the college has emerged as a major actor in postsecondary education in an area that very much needs such a resource. Its scope has developed from service to a few in Sioux City to direct responsibility for six counties and individuals in three states. Whereas considerable credit must go to its president for the vision necessary to produce such changes, acknowledgement must also be given to the people of Siouxland who saw the value of the college as an asset, nurtured it, and sustained it throughout its history.

WITCC is now approaching the 21st century and is courageously confronting those issues that impose barriers to the effective delivery of educational services to its population. It seeks to organize itself to provide the best possible education while maintaining the accessibility that has marked its past. WITCC is truly the "people's college" in western Iowa.

To actualize that commitment means change. It must, in the words of its president, "keep up with the times" in a rapidly changing environment. This will not be easy. There will be considerable challenge and some pain. Many of the old, reliable truths that have sustained it must now be reexamined in the light of a complex and competitive world.

What must it do to keep up with the times? Can it do so without a strategic plan? Can progress be made on its issues anyway? The answer is yes. It does have the option of responding to the future on an ad hoc basis, putting out fires and resolving problems with a "crisis" perspective. It will continue to survive, after a fashion. However, the college and the community are asking for more of the future than mere survival. It seeks to thrive and allow the community to enjoy its fruits more fully. It aspires to the prominence of which it knows it is capable. It seeks greater opportunities for service as the needs of its people grow. That type of future can occur only as a result of planning.

We propose, therefore, that the future the college wants can be gained by implementing the plan provided. We suggest that the plan fits within the social, demographic, and educational realities in which the college finds itself. We also suggest that the central issues identified in the past will much more easily, economically, and satisfactorily be resolved in the context of the planning framework provided. We do not suggest that the plan itself will solve the problems. We do say that attempting to solve the problems outside of the context of a plan risks creating new problems to replace the old ones. We believe that the future holds too much potential for WITCC to allow that to happen.

In this report, the Center on Education and Training for Employment has devoted considerable time and effort on the questions the college posed. Staff have met and spoken with its constituents on and off campus and attempted to understand the

college in the context of its projections, its information, and its value preferences. This report, we believe, accomplishes these purposes. The future, however, is likewise in the hands of the college. It can choose to act on all of the observations, some of them, or none at all. It can utilize this report as a means to determine proactively its future or to delay and defer its dream. About this we can make no prediction other than to express our sincere appreciation for what the college has accomplished, wishes to accomplish in the future, and the great dedication of its people. As such, the Center looks forward to being a continuing and enthusiastic supporter of the college as it confronts the challenges ahead.

REFERENCES

Carvell Education Management Planning, Inc. Common Bonds: A Strategic Plan for the Iowa Association of Community College Trustees. Des Moines, IA: IACCT, 1988.

Chronicle Guidance Publications, Inc. Two-Year College Databook. Moravia, NY: Chronicle, 1988.

El-Khawas, Elaine. Community College Fact Book. New York: Macmillan, 1988.

Grossman, Gary M. Secondary Vocational Training in Technologically Intensive Industries In Arizona: New Directions in Rural Education. Flagstaff: Arizona Center for Vocational Education, Northern Arizona University, 1988.

Grossman, Gary M., and Duncan, Mary Ellen. Assessing the Institutional Effectiveness of Community and Technical Colleges. Columbus: The National Center for Research in Vocational Education, The Ohio State University, 1988.

Gyuro, Steven J., and Omvig, C. "Organized Planning: A Model." Agricultural Education 47, no. 1 (1974).

"Iowa's Recovering Economy Brings New Scrutiny, Not New Money, Colleges Find." The Chronicle of Higher Education, 11 January 1989, pp. A1, A28.

Johnston, William B. Workforce 2000: Work and Workers in the 21st Century. Indianapolis: Hudson Institute, 1987.

Mueller, Kathy. "Institutional Effectiveness: Special Clientele." Presented at the annual meetings of the League for Innovation in the Community College. Charlotte, North Carolina, July 1988.

Orfield, Gary, and Paul, Faith. "Declines in Minority Access: A Tale of Five Cities." Educational Record 68, no.4 (1988).

Parnell, Dale. Building Communities. Washington, DC: American Association of Community and Junior Colleges, 1988.

Rouche, John E.; Baker, George A.; and Rouche, Suzanne. "Open Door or Revolving Door? Open Access and the Community College." Community, Junior, and Technical College Journal 57, no.3 (1987).

U.S. Department of Commerce, Bureau of the Census. Statistical Abstract of the United States: 1988. Washington, DC: U.S. Government Printing Office, 1987.

Wilson, Reginald. "Minority Students and the Community College." New Directions for Community Colleges. Los Angeles: ERIC, 1986.

ERIC Clearinghouse for Junior Colleges JUN 30 1988